



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

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Published: 26 January 2017

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

Friday 3 February 2017

10.30 am

Council House (Next to the Civic Centre), Plymouth

### **Members:**

Councillor Croad (Devon County Council), Chair.

Councillor Batters (Cornwall Council), Vice-Chair.

Councillors Barker (Teignbridge District Council), Geoff Brown (Cornwall Council), Boundy (Torridge District Council), Philippa Davey (Plymouth City Council), Downie (Plymouth City Council), Excell (Torbay Council), Martin (Cornwall Council), Mathews (North Devon District Council), Moulson (Isles of Scilly), 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 Wakfer (Cornwall and Isles of Scilly).

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

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**Tracey Lee**

Chief Executive

# Devon and Cornwall Police and Crime Panel

## 1. Apologies

To receive apologies for non-attendance submitted by Members.

## 2. Declarations of Interest

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

## 3. Minutes (Pages 1 - 8)

To sign and confirm as a correct record the minutes of the meeting held on 9 December 2016.

## 4. Public Questions

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

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

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

## 5. Evaluation of the Victims Care Model (Pages 9 - 110)

The Panel will receive a report on the evaluation of the Victims Care Model.

## 6. Police and Crime Plan (Pages 111 - 150)

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

## 7. Consideration of the Police and Crime Commissioner's proposed level of Precept for 2017-18 (Pages 151 - 192)

The Police and Crime Commissioner will provide a written report in relation to the proposed level of precept for 2017-18. The Panel will consider the Police and Crime Commissioner's proposal and will decide whether to support or veto it.

## 8. I01 Update (Pages 193 - 196)

The Panel will receive an update on the I01 service.

**9. Police and Crime Commissioner's Performance Report (Pages 197 - 202)**

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.

**10. Police and Crime Commissioner's Update Report (Pages 203 - 206)**

The Police and Crime Commissioner has provided the Panel with her regular report regarding activities and decisions she has made since the last Police and Crime Panel meeting.

**11. Report from the Office of the Police and Crime Commissioner in respect of any non-criminal complaints about the Police and Crime Commissioner (Pages 207 - 208)**

Members will consider the report and, after due consideration, agree the resolutions by the Chief Executive of the Office of the Police and Crime Commissioner.

**12. Police and Crime Panel work programme (Pages 209 - 212)**

The Panel will consider options and issues for inclusion into their scrutiny work programme.

**13. Future meeting dates**

The following are the scheduled meeting dates for the municipal year 2016-17 –

- 17 February 2017 (only activated if Precept veto'd)
- 7 April 2017

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## Devon and Cornwall Police and Crime Panel

**Friday 9 December 2016**

### **PRESENT:**

Councillor Croad, in the Chair.  
Councillor Batters, Vice Chair.  
Councillors Philippa Davey, Downie, Excell, Mathews, Saltern, Squires, Sutton, Watson and Wright.

Independent Members: Yvonne Atkinson.

Apologies for absence: Councillors Barker, Boundy, Brown, Martin, Moulson, Sanders, Toms, Sarah Wakfer.

Also in attendance: Ross Jago (Performance and Research Officer, Plymouth City Council), Alison Hernandez (Devon and Cornwall Police and Crime Commissioner), Shaun Sawyer (Chief Constable, Devon and Cornwall Police), Andrew White (OPCC Chief Executive and Monitoring Officer) and Lynn Young (Democratic Support Officer).

The meeting started at 10.30 am and finished at 1.06 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.*

29. **Minutes**

Agreed the minutes of the meeting held on 7 October 2016.

30. **Declarations of Interest**

Councillor Mike Saltern declared a private interest as he has been asked to assist with budget preparation by the OPCC.

31. **Public Questions**

There were no questions from members of the public.

32. **Police and Crime Plan**

The Panel received a report from the Police and Crime Commissioner (PCC) entitled 'Development of the Police and Crime Plan 2017-2020', which was discussed in conjunction with the presentation entitled 'Safe, Resilient and Connected Communities - Police and Crime Plan 2017-2020' as per the [attached](#)

Highlights of the report and presentation included –

- (a) this version of the Plan was the final draft, and set out the priorities for Devon, Cornwall and the Isles of Scilly for the next three and a half years;
  - (b) the PCC had worked closely with the Chief Constable on the Plan, and aimed to work with Community Safety Partnerships (CSPs), Local Authorities, businesses and voluntary and charitable organisations;
  - (c) transformation was required to create a more resilient, sustainable and effective police force, and the Strategic Alliance with Dorset Police was under way;
  - (d) the focus of the plan was 'Safe, Resilient and Connected Communities' and the five priorities were –
    - Priority 1 – Connecting Communities and Policing
    - Priority 2 – Preventing and deterring crime
    - Priority 3 – Protecting people at risk of abuse and those who are vulnerable
    - Priority 4 – Supporting victims and witnesses and helping them to get justice
    - Priority 5 – Getting the best out of the police
  - (e) the correct governance and accountability mechanisms needed to be in place to ensure that the force was sufficient, effective and making the best of resources to deliver high quality services;
  - (f) the four key areas that would be used as performance indicators to measure the success of the Plan were –
    - public/victim experience surveying
    - performance metrics
    - service standards reporting
    - HMIC reporting
  - (g) the PCC wanted to financially support a range of initiatives over the next three years including the following -
    - Community Safety Partnerships (CSPs)
    - Safeguarding Children Boards
    - Safeguarding Adults Boards
    - Sexual Assault Referral Centres (SARCs)
    - Youth Offending Service
    - Mental Health – Street Triage
  - (h) the Police and Crime Plan would be formally launched in January 2017 in an easier to read format;
- In response to questions, the Panel were advised that –

- (i) the 'delayed charging and diversion scheme' was an innovative pilot scheme, the aim of which was to look at the issues that caused an offender to offend, to delay the point of charging and allow the offender to show that they can turn their life around. The scheme is victim led and would only happen if the victim agreed. This is an early restorative justice approach to help ensure that victims get justice and the offender does not offend again. Only one other area in the country (Durham) has been using this scheme, and Devon and Cornwall have sought guidance from them. Police Transformation funding of £750,000 was available for this initiative;
- (j) teams were in place to support victims of domestic abuse, and funding was available to recruit specialist lawyers to work closely with the Sexual Offence and Domestic Abuse Investigation Teams (SODAIT). It was hoped that this expertise would improve the quality of investigations, speed up the process and lead to a much improved experience for the victim;
- (k) the final version of the Police and Crime Plan would clearly state who was responsible for each part of it;
- (l) road safety was an important issue for the force, and the PCC would be supporting a number of traffic initiatives throughout the life of the Plan;
- (m) the PCC and Chief Constable supported investment in technology to transform service delivery in the Force area, this included -
  - the converging of ICT systems with Dorset (including the sharing of HR and Finance systems using Agresso);
  - a five force collaboration involving digital forensics under the Socrates system;
  - the introduction of the Emergency Services Network (ESN) as a replacement for the airwave radio;
  - an increase in the use of body-worn video for police officers (which would require a large investment in ICT);
  - the use of digital files to transfer information to the Crown Prosecution Service (CPS);
- (n) the PCC appreciated the valuable contribution made by Community Safety Partnerships (CSPs) across the region and welcomed any contribution they could make to the Plan;
- (o) the Chief Constable acknowledged that members of the public encountered problems when contacting the police and steps were being taken to address any issues.

The Chair thanked the Police and Crime Commissioner and the Chief Constable for their report and presentation. However he pointed out that whilst the Plan was comprehensive, it was extremely difficult to navigate through and it needed to be streamlined greatly before being made public.

The Panel agreed–

- (1) to welcome the sentiment and strategic direction of the Plan;
- (2) that the Police and Crime Commissioner produces a further draft of the Police and Crime Plan for consideration by the Panel. This should address concerns raised by the Panel which included greater prominence for the peninsular strategic assessment, clearer delineation between the strategic, operational and partner responsibilities throughout the Plan, more explicit emphasis around the ICT strategy, and some clearer measures around the priorities;
- (3) any further questions or feedback was to be made via the Lead Officer in order to aid the further development of the Plan.

### 33. **Workforce Strategy**

The Chief Constable spoke to his presentation as detailed in the [attached](#)

The presentation covered the following areas –

- (a)
  - sexual offences
  - domestic abuse
  - armed capability
  - terrorism and extremism
  - modern slavery, human trafficking and organised immigration crime
  - elder abuse
  - child sexual exploitation (CSE)
  - missing people
  - cyber crime
  - hate crime
  - honour based violence, female genital mutilation (FGM) and forced marriage
  - vulnerability and crime severity
  - local policing
  - connectivity and neighbourhood policing
  - HMIC inspection

In response to questions, the Panel were advised that –

- (b) an individual assessment was undertaken to determine if a person was classed as ‘missing’ - their vulnerability, if they were expected to go missing, if they were in a care home or had a medical condition were factors that were considered;
- (c) clear guidance, surrounding the areas of threat, risk and harm was available to police officers and control room staff to assess each potential ‘missing person’;
- (d) dealing with a missing person was very resource intensive, however the issue of safeguarding was paramount;



- (e) ARV (Armed Response Vehicle) units deployed to any incident (whether firearms related or not), in addition to roads policing across the force area;
- (f) there would be an uplift in the number of firearms officers from 130 to 170, however firearms officers were difficult to recruit, train and retain.

The Panel noted the presentation.

34. **I01 Update**

Andrew White (OPCC Chief Executive and Monitoring Officer) presented the report entitled 'Police and Crime Commissioner's Report on I01 Performance'.

Highlights of the report included –

- (a) accessibility played an important role in building the public's trust and confidence in the police, and involved improving public confidence in contacting the police to report crime and using the I01 service, and expanding the ways that the public could report issues remotely to the police;
- (b) the action plan began to deliver improvements to average waiting times in March 2016. The average answer delay for non-urgent I01 calls –
  - was over 8 minutes in the six months to the end of February 2016;
  - in the six months to end of August 2016 improved to 4 minutes;
  - during the three months between March and June 2016 the average answer times were below 4 minutes, rising to between 4 and 5 minutes in the peak summer season of July and August;
- (c) there was now a real focus on the I01 service, however the improved performance of the service had not yet embedded;
- (d) by the end of March 2017 the Chief Constable would (in consultation with the PCC) publish force wide service standards for the I01 non emergency service, answering 999 calls, online contacts and correspondence;
- (e) I01 calls were answered reasonably well on first pick up, however a delay occurred during the hand up to point of resolution;
- (f) further system developments were underway. These would focus initially on the introduction of more effective workforce management systems that would allow resources to be better matched to demand, the introduction of webchat to divert further demand from the call centre and the introduction of IVR (an automated telephony system that interacts with callers, gathers information and routes calls to the appropriate recipient.);
- (g) the OPCC Chief Executive received a weekly report on the I01 service figures;

- (h) the OPCC recognised that the 101 service had been a problem for a number of years, and that it would be difficult to increase people's confidence that the service had improved.

In response to questions, the Panel were advised that –

- (i) there was currently no message on the telephone system to advise waiting callers that there were alternative methods to get their message through to the police;
- (j) it was too early to see the impact of the considerable campaign on the online capability of the 101 service, however more e-mails were now being received (and e-mail performance was good);
- (k) there was now general investment available for the 101 service, and this week a significant sum had been approved to invest in the development of the webchat facility;
- (l) a wider piece of work was now taking place around a more integrated multi-channel approach and it was hoped that within 12 months there would be a more integrated omni (multi) channel available.

The Panel noted the report.

### 35. **Police and Crime Commissioner's Performance Report**

Andrew White (OPCC Chief Executive and Monitoring Officer) presented the report entitled 'Office of the Police and Crime Commissioner's Performance Report'.

Highlights of the report included –

- (a) a new style Performance Report was being prepared which would reflect off the Police and Crime Plan once published;
- (b) some additional information had been received since the production of this report in relation to the reporting of instances of domestic abuse – Devon and Cornwall figures were higher than the national average (and 50% higher than the neighbouring force of Avon & Somerset) and it was uncertain whether this was the result of an increase in the crime or an increase in the reporting of it;
- (c) there was now increased opportunity for police action when a domestic abuse incident was reported.

In response to questions, the Panel were advised that –

- (d) the statistic relating to alcohol-related offences covered a whole range – and could relate to violence or self-inflicted harm (the data provided by hospitals did not differentiate between the two);
- (e) public campaigns were a good initiative and helped to improve public confidence in the police.

The Panel noted the report.

36. **Police and Crime Commissioner's Update Report**

The Police and Crime Commissioner (PCC) presented the 'Police and Crime Commissioner's Update Report'.

Highlights of the report included –

- (a) the PCC had recently spoken to a House of Lords review on the Licensing Act 2003;
- (b) the OPCC Chief Executive and Monitoring Officer was involved in the consultation around the police funding formula review;
- (c) a cyber café pilot was being trialled to raise awareness the steps members of the public can take to improve their online safety – these sessions had been held in a supermarket;
- (d) the Chief Constable was the national lead (on behalf of the Police Chief's Council) for modern slavery;
- (e) £8.5 million of the Police Transformation Fund would be made available for Devon and Cornwall to lead nationally on a new National Modern Slavery Unit;
- (f) £150,000 additional funding had been secured for Sexual Assault Referral Centres (SARCs) in the force area;
- (g) the PCC was the Deputy Portfolio Holder for Victims and Witnesses of the Association of Police and Crime Commissioners;
- (h) the PCC welcomed the introduction of the new Stalking orders which would better protect victims at the earliest possible stage.

In response to questions, the Panel were advised that –

- (i) the Public Accountability Board would be replaced by an equivalent board in the near future so members of the public could see how the Chief Constable could be held to account.

The Panel noted the report.

37. **Report from the Office of the Police and Crime Commissioner in respect of any non-criminal complaints about the Police and Crime Commissioner**

Andrew White (OPCC Chief Executive and Monitoring Officer) advised the Panel that one formal complaint against the Police and Crime Commissioner had been

received during the period 27 September 2016 – 23 November 2016, and was currently being assessed in discussion with the Police and Crime Panel Secretariat.

The PCC would be interviewed by West Mercia Police on Thursday 22 December regarding issues related to election expenses for the 2015 General Election.

The Panel noted the report.

### 38. **Police and Crime Panel Work Programme**

Ross Jago discussed the work programme with the Panel and it was agreed to –

- (1) delete 'Impact of the Estates Programme' from the work programme for 3 February 2017 and replace it with the 'Police and Crime Plan';
- (2) consider the following agenda items for allocation at a future meeting(s) –
  - deferred charging
  - missing people
  - ICT

The Panel noted the work programme.

### 39. **Future meeting dates**

The following are the scheduled meeting dates for the municipal year 2016-17 –

- 3 February 2017 (Precept meeting)
- 17 February 2017 (only activated if Precept veto'd)
- 7 April 2017



**Police and Crime Panel Meeting  
Friday 3 February 2017**

**Evaluation of the Devon, Cornwall and Isles of Scilly Victim Care Model**

Since the launch of the Victims Care Unit in April 2015 the Panel have taken a strong interest in the development of the service. In October 2016 the PCC provided an update on victim care services in Devon and Cornwall, in particular on progress in evaluating the new arrangements.

The formal evaluation of the victim care services model in Devon, Cornwall and the Isles of Scilly has been completed by Dr Jacki Tapley of the University of Portsmouth and is presented for consideration.

**1. Background**

In April 2015, Police and Crime Commissioners across England and Wales took on direct responsibility for the provision of the majority of victims care services within their area<sup>1</sup>.

In Devon and Cornwall a comprehensive victim needs analysis was carried out to build a clear understanding of the needs of victims within the area. Detailed engagement and a comprehensive review was carried out to understand the existing victim care landscape, in particular the range of services already providing help to victims of crime within the area. The previous Police and Crime Commissioner Tony Hogg took a decision to move outside the traditional approach to the commissioning of support for victims of crime and to develop a new approach, working with partner agencies, community groups and the third sector to provide choice and tailored support for victims, recognising that the specific needs of individual victims vary considerably.

The current victim care arrangements in Devon and Cornwall went live on 1 April 2015. A new Victim Care Unit (VCU) was established within the force to make contact with all victims of crime, and an innovative new Victim Care Network (VCN) was set up to provide victims with access to a broad network of organisations able to provide support to help people to cope and to recover from the impact of crime. The Network currently consists of over 82 different organisations.

The VCU is staffed by a team of 10 victim care officers and four specialist victim care advocates (VCA) providing intensive outreach support for the most complex cases. The VCU team is supplemented by a seconded mental health senior practitioner providing enhanced support for victims with mental health issues and can also undertake

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<sup>1</sup> A small number of victim care services, including homicide support services, continued to be provided on a national basis.

assessments for those who may have an emerging mental health issues related to the impact of crime.

### **2. Independent Evaluation of the new Devon and Cornwall Victim Care Arrangements**

As part of the development of the new victim care arrangements, a commitment was made to carrying out an independent evaluation following implementation and Dr Jacki Tapley, from the Institute of Criminal Justice Studies at the University of Portsmouth was appointed to carry out the evaluation.

The evaluation process commenced in January 2016 and the final report is circulated for your consideration.

The evaluation methodology was comprehensive and included the following:

- Attendance/observation of two VCU Network Days
- Meetings with the Criminal Justice Management Team and attendance at VCU Performance Meeting.
- Visits to the VCU, including shadowing of VCU team members and attendance at VCU team meetings and VCU performance reviews
- Interviews with VCU Advocates, VCU officers and senior police officers
- Online Questionnaire of VCU Network organizations.
- Analysis of VCU Victim feedback survey and performance database.
- Focus groups with Devon and Cornwall Police Officers
- Focus groups with victims.

### **3. Evaluation Findings**

The evaluation report sets out in detail the research findings and offers recommendations for future development of the Devon and Cornwall victim care arrangements.

In summary, the following strengths and recommendations for further improvement are highlighted:

#### **STRENGTHS include:**

- The role of the VCU is fundamental in the Constabulary's ability to comply with its responsibilities under the Victim's Code of Practice, by ensuring that all victims are informed of the relevant support services available, and that those identified as victims of serious crime, repeat victims and vulnerable victims are provided with targeted support.

- A pro-active approach following the reporting of a crime ensures that people are provided with information about the support services available, so that they are able to make an informed choice as to when and how they access these. This places the victim at the centre and the choices made are victim led.
- The development of the VCN has actively contributed to the promotion of an integrated mixed model approach to commissioning.
- Membership of the VCN creates an environment where services can be delivered through partnerships, facilitated by co-operation and collaboration.
- The methods used to measure victims' experiences of the VCU indicate high levels of victim satisfaction.

### **RECOMMENDATIONS FOR FURTHER IMPROVEMENT include:**

- Although the VCU is located within Devon and Cornwall Constabulary, the force needs to demonstrate greater ownership of the initiative. To raise public awareness of the priority given to victim care and the services available, greater prominence should be given to the VCU on the force website.
- Evidence from the data collected indicates that victims' perspectives of the initial police response are mixed and that a greater consistency is required. It is apparent that a more victim-centred approach is required in order to adequately assess the needs of the victim and to assist in the early identification of victims who are entitled to receive enhanced services under the Code.
- There is a need to improve compliance rates in relation to the completion of VNA's and to improve the quality of information they contain.
- Greater collaboration is required between specialist officers, the VCU and VCN members. There do not appear to be clear and specific referral processes for vulnerable and high risk victims, resulting in some victims not receiving the relevant and appropriate support.

#### **4. Next steps**

The PCC and CC have both welcomed the findings in the report and will work together to implement them.

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

**Andrew White**

Chief Executive

Office of the Police and Crime Commissioner for Devon and Cornwall







Devon & Cornwall Police



**PCC**  
Office of the Police and  
Crime Commissioner  
Devon and Cornwall

# An Evaluation of the Devon and Cornwall & Isles of Scilly

## Victim Care Model

Dr Jacki Tapley

Institute of Criminal Justice Studies  
University of Portsmouth



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## 1. EXECUTIVE SUMMARY

The Police and Crime Commissioner's (PCC's) commissioning framework, guided by the Ministry of Justice (2013), has provided all PCC's with a valuable opportunity to improve the co-ordination of local victims' services and to develop a consistent, coherent and sustainable approach to the provision of high quality support, accessible to all victims of crime who need and require it. This has undoubtedly presented some challenges and a number of different models have subsequently evolved across England and Wales. Some PCCs were early adopters and started in October 2014, whereas the remaining PCCs started in April 2015. Whilst some areas have chosen to remain with their existing service providers and referral processes, others have embraced the challenge and sought to adopt more innovative approaches.

The strategies adopted have now been in operation for at least 18 months, providing PCCs with an opportunity to evaluate the impact of the different models introduced in their local areas. In January 2016, the Institute of Criminal Justice Studies, University of Portsmouth, was commissioned to undertake an evaluation of the victim care model established in Devon, Cornwall and the Isles of Scilly in

April 2015. The model chosen consists of two major components; a Victim Care Unit (VCU) and the Victim Care Network (VCN). The process starts with the initial police response, when the responding officer completes a victim needs assessment (VNA) in order to identify any specific needs the victim may have. The VNA acts as a filter and is examined by the VCU, whose key function is to act as a triage service. Victims initially assessed as not requiring support are sent a letter, whilst those identified as having needs are contacted within two days to discuss with them their requirements and to provide information about the support services available. People who would like further support consent to the VCU referring them on to an appropriate service provider, which is a member of the Victim Care Network (VCN). Members of the VCN receive accreditation following a successful application process, and are able to receive referrals through the MyVCU, an electronic case management system. This filtering process is designed to ensure that the needs of victims are identified early and that they are given timely and relevant information to enable them to make an informed choice about the services they may require at a time appropriate for them.

### 1.1 *Aims of the evaluation*

The aims of the evaluation focus on the key principles identified as underpinning the model of victim care chosen and the ability of the VCU and VCN to achieve these:

- To deliver a service with the individual needs of the victim at the centre, which is client led and enables informed choice.
- To promote an integrated mixed model approach where a diverse range of core and specified services can be delivered through partnerships, facilitated by co-operation and collaboration.
- To promote greater ownership of victim care within the OPCC and the Constabulary, and to work in partnership with other agencies to ensure that the statutory obligations outlined in the Victim's Code of Practice are met.
- To provide gateways of support regardless of whether the crime is reported, and to ensure that all victims are given sufficient information and advice to make informed choices about the types of service and support they may require.

The research design has utilised a mixed methods approach and has involved a range of key stakeholders, providing a unique insight to the operation of the victim care model, less than 18 months since it was first established. It should be highlighted that significant evidence has been found demonstrating the commitment of the people working in the VCU, the OPCC, the members of the VCN, and members of the Constabulary, to ensure the success of the model and to working in partnership to deliver a service tailored to the individual needs of victims and their families. This evaluation assists in capturing the development of the model, which remains work in progress, and in doing so identifies the key strengths and highlights areas where further improvements can be made.

### 1.2 *Strengths of the model*

- The role of the VCU is fundamental in the Constabulary's ability to comply with its responsibilities under the Victim's Code of Practice, by ensuring that all victims are informed of the relevant support services available, and that those identified as victims of serious crime, repeat victims and vulnerable victims are provided with targeted support.

- Contact by the VCU within two days of reporting the offence provides victims with an opportunity to gain information and ask further questions. This initial contact with the VCU may be sufficient to meet the needs of the victim and no further support may be necessary. Alternative actions may include a request being made for the officer in the case (OIC) to contact and update the victim, and/or a referral on to an appropriate service provider so that the relevant support can be provided.
- Everyone's experience of victimisation is very unique, depending upon a number of factors and personal circumstances that may impact upon a person's ability to cope and recover. As a consequence, people may require support at different times during their recovery and their needs may change over time. A pro-active approach following the reporting of a crime ensures that people are provided with information about the support services available, so that they are able to make an informed choice as to when and how they access these. This places the victim at the centre and the choices made are victim led.
- The development of the VCN has actively contributed to the promotion of an integrated mixed model approach to commissioning. It has raised awareness among service providers as to the diverse range of core and specialist services that currently exist and helps to highlight where gaps in services remain. Membership of the VCN creates an environment where services can be delivered through partnerships, facilitated by co-operation and collaboration. This remains work in progress and there are further opportunities to encourage and co-ordinate closer collaboration between the police, the VCU and VCN members. In particular, this relates to vulnerable victims of serious crime, including domestic abuse, sexual violence, child sexual exploitation and human trafficking.
- Information about the support services available are publicised online and within the wider community. The PCC website promotes Victim Information and a Victim Services Directory on its homepage. The Victim Care site provides a filter where people can find information about the relevant services based upon the type of crime, what they would like help with and who they would like help from.
- Mechanisms have been introduced to encourage victims who have not reported an offence to seek support through a helpline or an online link via email, and advertising campaigns have been undertaken to raise public awareness. Proposed changes to the

VCU database will also allow the number of unreported crimes being dealt with by service providers to be recorded. This will help to provide a clearer picture of local needs.

- The methods used to measure victims' experiences of the VCU indicate high levels of victim satisfaction. Many respondents spoke of how helpful it was to have someone to talk to and to be listened to. They felt informed about the services available and were aware that they could access these at any time. Many said they found that the service improved their wellbeing, in particular, they felt stronger, supported and more confident.
- Victims who expressed most dissatisfaction were those who felt they were not being kept updated or informed about the case, which remains the responsibility of the police.
- In addition to the reported offence, some people have multiple and complex needs that increase their vulnerability. Whilst the VCU and VCN do their best to provide support, or refer people on to more appropriate agencies or statutory bodies, it may not always be possible to resolve all the issues, therefore, it is important to manage victim expectations with sensitivity.

- The qualitative victim feedback illustrates the importance of having someone to talk to, to ask questions and to be listened to. It also demonstrates how VCU officers act as an effective triage; providing sufficient support during the initial contact, or identifying needs and referring on to an appropriate agency. This filtering process avoids a blanket approach aimed at all victims of crime and enables the efficient targeting of support where it is most needed. Some victims may build a rapport with a particular VCU officer and prefer to contact them again if they need further information or advice. It is important to monitor this activity, as the VCU is essentially acting as a single point of contact, which although not its remit, demonstrates victims' needs for up to date information.

### *1.3 Further improvements and recommendations*

- Although the VCU is located within Devon and Cornwall Constabulary, the force needs to demonstrate greater ownership of the initiative. To raise public awareness of the priority given to victim care and the services available, greater prominence should be given to the VCU on the force website. It should



be given the same priority as nine other services on the homepage, illustrated with a title and a picture and a link to further information ([www.devon-cornwall.police.uk](http://www.devon-cornwall.police.uk)). At the present time, information and support for victims is at the very bottom of the homepage, listed as the last item under 'Support links' in small print.

- The report acknowledges the difficulties presented by the geography of Devon, Cornwall and IOS, and the challenges this presents to all organizations, including the police, the OPCC and support organizations. Differences in culture can create barriers not only between organizations, but also between regions within the same organization, such as the police. Further education and training is required to ensure all areas are made aware of the benefits of the victim care model and encouraged to work collaboratively.
- Views were expressed within the force regarding the location of the VCU in Exeter. This leads to perceptions that the VCU is remote and belongs to HQ, rather than encouraging local ownership and acknowledging the benefits of the VCU to them. Whilst it would not be an efficient use of resources to create more than one VCU, further work is being undertaken to improve police officer's knowledge and understanding of the role of the VCU. This should help to

demonstrate how the VCU assists officers' across the whole region to comply with their responsibilities under the Victim's Code of Practice, and how providing victims of crime with timely and appropriate support services, not only assists with the well-being of victims, but may also increase their motivation to remain engaged with the criminal justice process.

- Equally, members of the VCN commented on the location of the VCU. They felt that VC officers based in Exeter did not always have sufficient local knowledge of other areas within the wider region. There were concerns that this may impact upon the referrals being made and the possibility that smaller services were not receiving sufficient referrals. Whilst no obvious bias was detected in the referral process, it may be that VC officers may unintentionally make referrals to those agencies they have greatest knowledge of and contact with. However, this is not determined by region as evidence was found of referrals being made across the area where appropriate services exist. Whilst regular Networking Days provide opportunities for some VC officers to meet and interact with service providers, greater awareness of local services across the region could be improved further through on-going training for VC officers. This could include more

interaction with service providers through site visits and joint training events. This would assist in developing VC officers' knowledge and understanding of the range of support services available and what they can offer, which may help to reduce the number of cases that are rejected and require referral on to another service.

- Evidence from the data collected indicates that victims' perspectives of the initial police response are mixed and that a greater consistency is required. It is apparent that a more victim-centred approach is required in order to adequately assess the needs of the victim and to assist in the early identification of victims who are entitled to receive enhanced services under the Code. In particular, a detailed VNA needs to be completed so that the VCU can go on to determine with the victim what support services are the most appropriate. Devon and Cornwall Constabulary need to make victims of crime a greater priority.
- The early identification of vulnerability and risk of further harm is central to providing victims of crime with protection and appropriate support services. There is a need to improve compliance rates in relation to the completion of VNA's and to improve the quality of information they contain. A review of the VNA has recently been undertaken and following

consultation with the police, the template has been revised. There are now plans to re-launch the VNA and for further training to assist police officers to develop a greater understanding of the purpose of the VNA, and its central function in ensuring victims' needs are identified early and met by the targeting of specific services. Monitoring the performance of the revised VNA will need to be undertaken to identify where further training is required.

- Processes and procedures within the VCU need to be formalised in order to ensure best practices are shared and implemented consistently by all staff. This includes the level of detail passed on to VCN members when referrals are made, with particular attention being given to appropriate risk assessment and management procedures. This can be achieved through the development of a staff induction programme and regular training events involving partner agencies.
- A mechanism for measuring the breadth of work being undertaken by the VCU needs to be formalised in order to provide an evidence base of the added value provided by the VCU. Performance data aimed at analysing the UNIFI prefixes is due to be undertaken when resources allow and a further addition to MyVCU as a case management system for VCU staff is

currently being developed. This will enable a greater understanding of the range of tasks being performed by VCU staff and the overall contribution of the VCU to improving victims' experiences.

- A clearer and more coherent mechanism for capturing victim feedback on their contact with the VCU and the subsequent support provided needs to be developed. The methodology needs to capture timely and meaningful data in order to evaluate victims' experiences and identify where further improvements can be made.
- The victim feedback obtained needs to be used to inform and improve both police and VCU policies and procedures. In particular, it needs to be disseminated to staff in order to ensure best practices are shared and areas where further improvements are required can be identified and the appropriate action taken.
- Those victims who were most dissatisfied were those who felt they were not being kept updated or informed about the case, which is the role of the police. Some people had expectations that they would be helped with housing problems, and although they were referred to the appropriate agencies, they were disappointed if the housing issue was not resolved. This demonstrates that some victims have

multiple and complex needs that the VCU and VCN may not be able to assist with and that it is important to manage victim expectations.

- Greater collaboration is required between specialist officers, the VCU and VCN members. There do not appear to be clear and specific referral processes for vulnerable and high risk victims, resulting in some victims not receiving the relevant and appropriate support. Closer collaboration between specialist officers, the VCU and VCN members would help to ensure that victims are receiving on-going support from the relevant specialist agencies, thereby enabling officers to focus on the investigation and keep victims informed and updated with the progress of their case. This relates in particular to offences of domestic abuse, sexual violence, and stalking and harassment.
- The role of the OPCC as the commissioner of services is pivotal in encouraging the development of collaborative partnerships between VCN members. This is currently facilitated by the organization of Networking Days where there are opportunities to meet and raise awareness of services, identify gaps in provision and undertake joint training. It could be developed further by offering funding incentives to encourage closer partnerships to enable the sharing of

resources, knowledge, experience and best practice in order to improve the effective delivery of services.

### *1.4 Conclusion*

The design and implementation of a new victim care model has presented difficulties and challenges, but these have been embraced by key stakeholders whose commitment, enthusiasm and determination has assisted in the development of two mechanisms essential to the model; the VCU and the VCN. Described as a 'bold, but necessary move', Devon and Cornwall PCC have developed in partnership with Devon and Cornwall Constabulary an innovative approach to victim care. The model facilitates the provision of timely and appropriate information and advice, enabling victims to make an informed choice from a network of providers, offering a range of generic and specialised support services. The model is delivered by a dedicated and experienced team whose focus is the wellbeing of victims of crime. As a consequence, feedback from victims demonstrates high levels of satisfaction with the service provided.

Further work is required to ensure that the needs of all victims are met, in particular,

the provision of timely and accurate information regarding the progress of their case and protection from further harm. The need to be kept informed and updated remains a major cause of dissatisfaction for victims of crime and can hinder a victim's ability to cope and recover (Wedlock and Tapley, 2016: 13). Not knowing what is happening can increase feelings of anxiety and reduce feelings of safety. These factors can impact on a victim's motivation to remain engaged with the criminal justice process and if left feeling unsupported and unprotected, they may choose to withdraw their co-operation. The criminal justice process expects a lot from people when they are at their most vulnerable and it is essential that this is recognised by all professionals who work across the criminal justice sector. In return for their co-operation, all victims of crime must be informed of their entitlements, kept updated and valued for their participation in a process that relies upon their courage and good will.

The quality of service that victims receive from criminal justice professionals and associated agencies often has a greater impact upon their overall satisfaction and wellbeing than the final outcome of their case. Perceptions of fair treatment, including knowledge of and access to entitlements, increases victims'

perceptions of legitimacy and aids compliance. While there remains no one single agency with overall responsibility for victims, the responsibilities placed upon the PCC's to commission services in accordance with the EU Directive has created an opportunity to develop and co-ordinate a range of support services to meet the needs of all victims in their area.

There is evidence that the model of victim care introduced in Devon and Cornwall is making a significant contribution to improving the quality of services being provided to victims of crime. An evaluation of the progress made since being established in April 2015, indicates high levels of victim satisfaction for those who have reported the offence and received additional support from appropriate services. This remains work in progress and provides further opportunities for all agencies to work in collaborative partnerships to promote the sharing of knowledge, experience and best practice. Whilst this may create challenges, it also presents significant opportunities that have the potential to improve substantially the experiences of victims of crime and their ability to regain a sense of autonomy and greater well-being.

## 2. INTRODUCTION AND BACKGROUND

The gradual shift in focus towards a 'victim-centred' criminal justice system from the 1990s onwards has enabled significant progress to be made to improve victims' experiences of the criminal justice system. The politicisation of crime victims has resulted in the introduction of a number of initiatives, policies and reforms, all placing increasing responsibility upon criminal justice agencies to work with victims and witnesses and to provide greater support.

These responsibilities have been outlined and updated in a number of documents published by governments, starting with the Victim's Charter in 1990, revised in 1996 and replaced in 2006 by a Code of Practice for Victims of Crime (the Victim's Code), pursuant to section 33 of the Domestic Violence, Crime and Victims Act 2004. The Victim's Code was further revised in 2015 and the statutory requirements relevant to this report are outlined in more detail below. Whilst these documents have progressively outlined an increasing number of entitlements for victims, evidence indicates that many of the minimum standards set out are not being implemented as intended, thereby remaining aspirational rather than a reality for many victims of crime. Whilst the rhetoric has inferred that victims have

rights, many of the policies are not supported by legislation and concerns have been raised regarding a lack of enforcement and accountability (Victims' Commissioner, 2015).

As part of a plan to improve the delivery of support services, the Ministry of Justice (2012) published a consultation document 'Getting it Right for Victims and Witnesses', and following the consultation announced that the majority of support services for victims of crime would be commissioned at a local level by the Police and Crime Commissioners (from October 2014 for early adopters and nationally from April 2015). This has introduced a new mixed model of commissioning, with PCC's responsible for the local commissioning of services, while some national services (for example, the Witness Service) remain funded by central government. However, further clarity is still being sought regarding the sustainable funding of domestic abuse and sexual violence support services.

In preparation for this shift towards a mixed model of commissioning, a number of PCCs undertook strategic assessments in order to clarify existing services, identify what support is required and highlight gaps in provision (Sarkis, 2013; Avon and Somerset PCC, 2014; Tapley, Stark,

Watkins and Peneva, 2014). These audits revealed a fragmented and complex landscape, consisting of a range of statutory and non-statutory agencies, all competing for funding with other providers in order to sustain and develop the services they provide.

This landscape reflects the essentially organic way in which support services have evolved in England and Wales since the late 1960s, historically consisting of a range of voluntary and third sector agencies, responding to specific needs and providing services where none previously existed. Whilst some voluntary services have benefited from government funding, the more politically driven agencies, campaigning for changes to legislation and often critical of the poor treatment of victims, have had to operate in an environment of short-term funding, thereby creating an environment of victim services that lack clarity and coherence, often with conflicting aims and overlapping priorities (Wedlock and Tapley, 2016: 6). In times of austerity, increasing competition for funding has created tensions and distrust between agencies, actively discouraging information sharing and partnership working. This has resulted in the duplication of services in some areas, whilst services remain patchy and inconsistent in others, leaving victims of

crime exposed to a postcode lottery of service provision across England and Wales (Tapley, Stark, Watkins and Peneva, 2014).

The PCC commissioning framework, guided by the Ministry of Justice (2013), has provided a valuable opportunity for all PCC's to improve the co-ordination of local victims' services and develop a consistent, coherent and sustainable approach to the provision of high quality support, accessible to all victims of crime who need and require it. This has undoubtedly presented some challenges and a number of different models have subsequently evolved across England and Wales. Some PCCs were early adopters and started in October 2014, whereas the remaining PCCs started in April 2015. Whilst some PCCs have chosen to remain with their existing service providers and referral processes, others have embraced the challenge and sought to adopt more innovative approaches.

Some PCCs have adopted a significant focus upon improving communication with victims and keeping them updated (Dorset and Avon and Somerset), as a failure to provide victims with sufficient information about the criminal justice process and to keep them updated about the progress of

their case, remains a major cause of dissatisfaction for victims of crime, despite being well documented throughout the last 30 years (Wedlock and Tapley, 2016: 13).

Avon and Somerset PCC was an early adopter and set up Lighthouse Victim Care, which is a multi-agency team of police staff and independent support organizations co-located and working together to provide victim care. The officer in the case is initially responsible for updating victims, but if a victim is required to attend court as a witness, they are allocated a Victim and Witness Care Officer to be their main point of contact as the case progresses to court. Dorset PCC has set up the Victim's Bureau, which includes a team of police staff who contact victims to update them on the progress of their case, in addition to referrals being made to a service provider that contacts and informs victims of the support services available. Kent PCC has set up Compass House, which is a co-located multi-agency hub, including Victim Support, the Witness Care Unit, the Witness Service and links to independent support providers. Compass House also has meeting rooms available and a live video link facility so that victims can give their evidence to the court remotely. Cambridge PCC introduced the Victim and Witness Hub, whereby an initial needs assessment is undertaken and a referral

made to a relevant support service, if required.

The local strategies adopted to improve the co-ordination and delivery of support services to victims have now been in operation for at least 18 months and provides all PCCs with an opportunity to evaluate the impact of the model adopted in their local area. The Institute of Criminal Justice Studies, University of Portsmouth has been commissioned by Devon and Cornwall PCC to undertake an evaluation of the victim care model adopted in Devon and Cornwall and the IOS. The evaluation starts by clarifying the statutory requirements and key entitlements contained within Chapters 1 to 3 of the revised Code of Practice for Victims of Crime (Ministry of Justice, 2015) to which all PCCs and the police must comply, as cited organizations with responsibilities under the Code.



### 2.1 Statutory requirements

The Victim's Code was revised in October 2015 to incorporate the principles of the European Union Directive (2012/29/EU), which establishes minimum standards on the rights, support and protection of victims of crime. The Code sets out the services that must be provided to victims and sets a minimum standard for these services. It has not yet been made clear what, if any, impact the exiting of the European Union will have on future guidelines, but continuing proposals for a new Victim's Law in England and Wales indicate that the responsibilities of criminal justice agencies towards victims of crime will continue to be developed as part of an increasingly formal process (Strickland, 2016).

The Code forms a key part of the wider Government strategy aimed at putting victims first and making the criminal system more responsive and easier to navigate.

'Victims of crime should be treated in a respectful, sensitive, tailored and professional manner without discrimination of any kind. They should receive appropriate support to help them, as far as possible, to cope and recover and be protected from re-victimisation. It is important that victims of crime know what information and support is available to them from reporting a crime onwards and who to request help from if they are not getting it.'

(Ministry of Justice, 2015:1)

The Code provides a list of key entitlements and sets out enhanced entitlements for victims in the following categories, because they are more likely to require enhanced support and services through the criminal justice process:

- Victims of the most serious crime;
- Persistently targeted victims; and
- Vulnerable or intimidated victims.

The above categories are designed to ensure that victims who are most in need will be able to access enhanced support

and acknowledges that some victims may fall into one, two or all three of the categories above (Ministry of Justice, 2015: 14).

The Code states that the final decision on who may fall into the above categories is the responsibility of the relevant service provider, so it is essential that all police officers and police staff are sufficiently trained to be able to identify those individuals who fall into those categories and to ensure that they receive the enhanced services they are entitled to.

Once police staff or a police officer has identified a victim as being eligible for enhanced entitlements, they must ensure that this information is passed on to other service providers with responsibilities under the Code and to the relevant support services, if required. It is important to check with the victim that they consent to their details being passed to support services.

In addition to the categories above, ALL victims of a criminal offence are entitled to an assessment by the police to help identify any needs they have and what support they may require, including a referral to an

organization supporting victims of crime and whether they may benefit from Special Measures. The level of detail required for an assessment will depend upon the severity of the crime and, most importantly, the impact this has had on the victim.

The level of support required will depend upon the needs of the individual victim and not the crime type, therefore, it is essential that sufficient detail is provided on the initial needs assessment.

## 2.2 *Developing a model of victim care in Devon, Cornwall and The Isles of Scilly*

To assist in the commissioning process, Devon, Cornwall and the Isles of Scilly OPCC undertook a comprehensive needs assessment of victims' services. It was first drafted in December 2013 and a final report published in January 2014. The findings from the scoping and consultation process indicated a need to develop a service that places the individual needs of victims at the centre, ensuring that these needs are targeted in order to achieve the best outcomes for victims, improve partnership working and secure best value for money. A set of guiding principles were identified to assist in the development of a model that

would meet these aims, together with the potential risks and challenges presented.

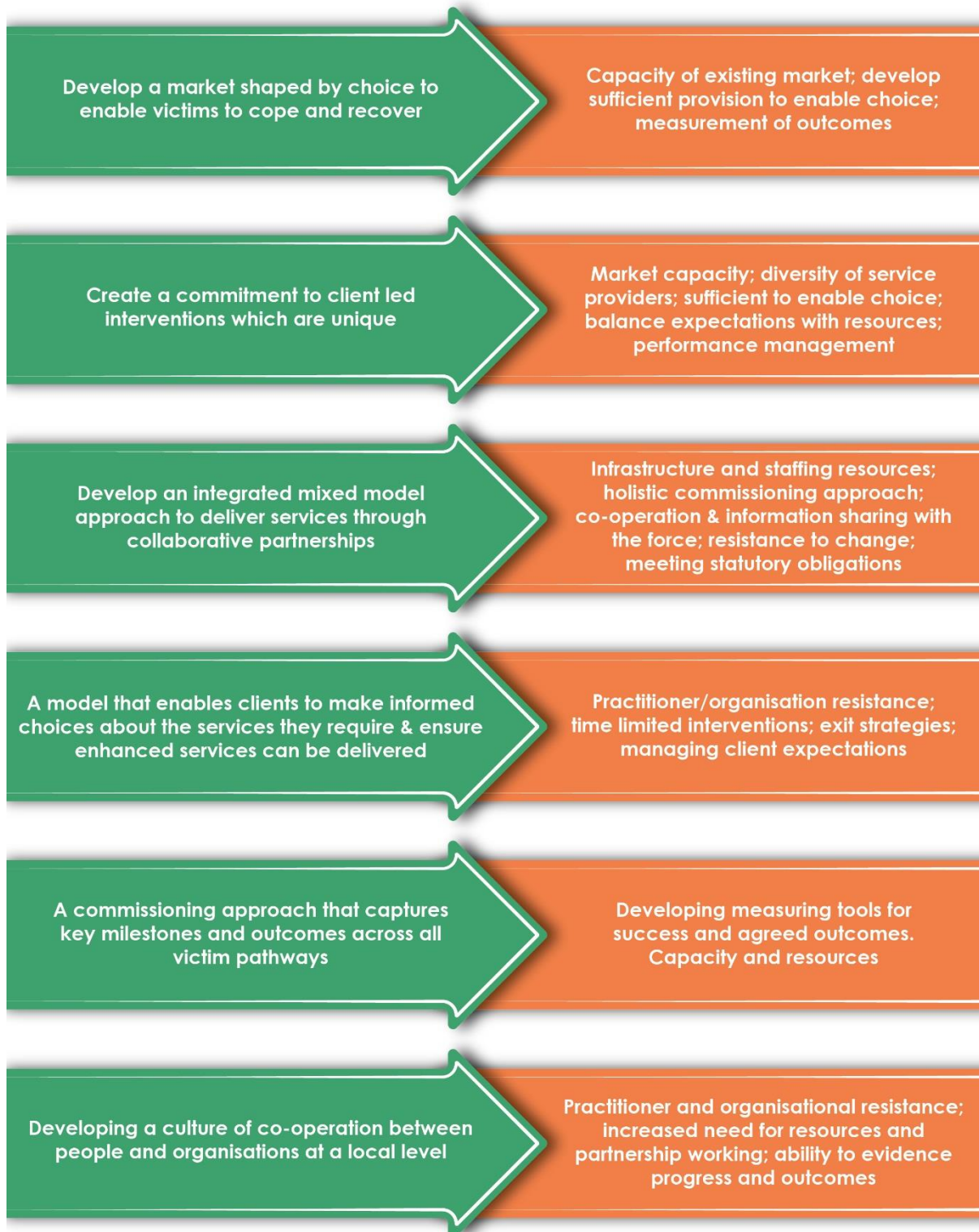
Based upon the principles outlined overleaf, the Victim Care Unit (VCU) was designed and subsequently implemented in Devon, Cornwall and IOS in April 2015. Funded by the OPCC, the VCU is situated within the force and based in Exeter, thereby alleviating difficulties regarding the transfer of data between police records and the VCU. The secure transfer and sharing of data is essential to ensuring that accurate details are passed to the unit, enabling victims who have been identified with needs to be contacted the following day and referred on to appropriate services, if required. The referrals are made through the MyVCU database, a secure cloud based management system that allows secure referral, case and performance management. From that point onwards the referral can be monitored and tracked. Once the intervention has been completed and the case has been closed, organizations are required to ask the client to complete the Victim Outcome Survey, which is monitored by the OPCC.

Whilst the VCU responds to cases of reported victimisation, the OPCC also funds Victim Support to provide a non-reported helpline that is advertised on the

Victim Care website. All VCN members act as gateways for non-reported crime and can make referrals to each other. The MyVCU system is currently developing a back facing area not accessible to the VCU and OPCC that can be used to record and monitor non-reported crime.

To capture the capacity and diversity of the existing market of service providers, a Victim Care Network (VCN) has been established, comprising of over 70 third sector organizations. Some are single-issue specialist support services, focusing on specific crimes (domestic abuse, sexual violence, child abuse, fraud) and some work with specific groups (children and young people, the LGBT community, elderly people, people with disabilities and people with mental health problems). Other organizations provide more generic support services within the community, working with families and young people, and providing a more holistic service addressing a range of needs, including housing, addictions, debt, education and employment. Support organizations can apply to join the VCN and if successful are grant funded and awarded accredited status, giving them permission to use the MyVCU accreditation badge that acknowledges they are an organization that the VCU make referrals to.

# PRINCIPLES AND CHALLENGES



A key purpose of setting up the VCN was to increase the visibility of support services across the region, raise awareness of the types of support available and to encourage the development of partnership working to reduce duplication of services and identify gaps in service delivery. The OPCC organises and hosts Networking Days which are held three times a year, providing members of the VCN with an opportunity to meet up and share news and information about initiatives and services, and to receive updates regarding the MyVCU. It also provides a forum to raise any issues relating to the partnership between the VCU and the VCN.

As part of the OPCC Victim Care provision, information about the VCU is provided on the Devon and Cornwall Police website. However, this is not given sufficient prominence. Victim care should be given the same priority as nine other services currently highlighted on the homepage; illustrated with a title and a picture ([www.devon-cornwall.police.uk](http://www.devon-cornwall.police.uk)). At the present time, information and support for victims is at the very bottom of the homepage, listed as the last item under 'Support links' in small print. Information for victims of crime is given greater prominence on the Devon and Cornwall PCC website. A link to the Victim Service Directory is provided at the top of the left

hand side of the homepage, and on the right hand side below the search facility there is a link to 'Victims information' ([www.devonandcornwall-pcc.gov.uk](http://www.devonandcornwall-pcc.gov.uk)).

The Victim Care site provides a filter where people can find information about the relevant services based upon the type of crime, what they would like help with and who they would like help from. This website is easy to find, well-designed and easy to use. It also provides a contact number for the VCU and a helpline for people who do not want to report the crime, but would like access to support. Not all PCC areas provide this level of information about local support services.

### 3. EVALUATION AIMS AND METHODOLOGY

In January 2016, the Institute of Criminal Justice Studies, University of Portsmouth, was commissioned to undertake an evaluation of the victim care model developed in Devon, Cornwall and IOS, established in April 2015. In particular, the evaluation was to focus on the role of the VCU as the key mechanism for making contact with victims who had reported a crime, and to refer those victims who had been identified as requiring additional support on to an appropriate support service identified as a member of the VCN. This is to ensure that the needs of victims are identified and that they are given sufficient information to enable them to make an informed choice about the services they may require.

#### 3.1 *The aims of the evaluation*

The aims focus on the key principles identified as underpinning the model of victim care chosen and the ability of the VCU and VCN to achieve these:

- To deliver a service with the individual needs of the victim at the centre, which is client led and enables informed choice.

- To promote an integrated mixed model approach where a diverse range of core and specified services can be delivered through partnerships, facilitated by co-operation and collaboration.
- To promote greater ownership of victim care within the OPCC and the Constabulary, and to work in partnership with other agencies to ensure that the statutory obligations outlined in the Victim's Code of Practice are met.
- To provide gateways of support regardless of whether the crime is reported, and to ensure that all victims are given sufficient information and advice to make informed choices about the types of service and support they may require.

#### 3.2 *Methodology*

The research design adopts a mixed method approach, including both quantitative and qualitative methods, and ethical approval was granted by the University of Portsmouth Ethics Committee in March 2016. In April 2016, an online survey was distributed to all members of the VCN and achieved a 34% response rate, which is relatively high for this method of data collection. Two VCU Network Days were attended and observed (June 2015 and March 2016), which provided a

valuable insight to the diverse range of support services that make up the VCN, how information about the Network and services can be shared and how the potential for partnerships can be explored. Semi-structured interviews were also undertaken in August 2016 with four support services, which provided additional qualitative data to that collected by the VCN online survey.

Whilst some quantitative data was accessed through the MyVCU database (a secure internet based management system that allows secure referral, case and performance management), the current limitations of the system to produce meaningful aggregated data meant that it was too time consuming to create large sets of data, so a more qualitative approach was adopted. Key Performance Data was provided by the OPCC at the closing stages of the evaluation and although this did not allow sufficient time for a detailed analysis, it does provide an overview of how VCN member's performance and outcomes are going to be monitored.

The fieldwork was undertaken between February and October 2016, and included a total of six days spent at the VCU in Exeter during this period. Time spent at the

VCU included shadowing a VCU officer, attending and observing meetings of the management team, a VCU performance meeting and a VCU team meeting. Semi-structured interviews were undertaken with four VCU officers, two VCU Advocates and the VCU Manager. Two meetings were also held with staff at the OPCC with responsibilities for the VCN. This provided an insight to the daily routine, governance and operational management of the VCU and the VCN.

In addition to gaining the views of those working in the VCU and members of the VCN, it was important to gain the perspective of Devon and Cornwall Constabulary. A semi-structured interview was undertaken with a Chief Inspector with responsibility for the VCU, and attempts were made to meet with an Assistant Chief Constable, appointed as Strategic Lead for Victims in June 2016. However, this meeting was cancelled on the day and a telephone interview subsequently arranged at a later date with a Detective Superintendent. Attempts were also made to seek the views of police officers. As part of a review of the Victim Needs Assessment template used by officers, a number of Police Focus Groups had already been arranged and it was agreed that these could be observed. Unfortunately only one Focus Group in

Devon could be attended, and further focus groups involving specialist officers were not subsequently arranged by the VCU manager in time for the evaluation. However, data from a Victim Process Staff Survey (undertaken from 25/08/15-11/09/15) was provided and one telephone interview was also undertaken with a specialist officer in Cornwall. Police performance data for the VCU was provided (covering the period from 01/07/15 to 31/05/16), which captured performance relating to compliance with the Victim Needs Assessment, a requirement of the Victim's Code.

When undertaking an evaluation of a service it is crucial to gain the perspectives of those people for whom the service is being provided, so it was essential to gain the views of crime victims. Whilst there was limited data available from the police regarding victim satisfaction with the VCU, an analysis of the PCC Outcome Survey for Victims of Crime was able to provide some data, as the first three questions on the survey ask about their experience of the VCU. Data was also received relating to the MyVCU website activity, which provides information on the number of visits, search types and site performance.

Three Victim Focus Groups were arranged (Exeter, Plymouth and Truro), but it proved more difficult to recruit participants than anticipated, partly due to problems identifying accurately those victims who had consented to further contact on victim feedback surveys. However, three support services assisted in this process and three Victim Focus Groups were held, resulting in a total of 14 people attending. In addition, 2 semi-structured interviews were held with people who could not attend a Focus Group and 6 telephone interviews were completed. Further qualitative data was collected in the form of Case Studies provided by the members of the VCN delivering support to victims, which were analysed to gain further insight into the extent and nature of the support provided. Whilst these research samples are small, they have provided rich qualitative data regarding victims' experiences with the police, contact with the VCU and services provided by the VCN.

The research design employed has enabled data to be sourced from a variety of methods and has involved a range of key stakeholders, providing a unique insight to the operation of the OPCC MyVCU Network, less than 18 months since it was first established. It should be highlighted that significant evidence has been found that demonstrates the commitment of



people working in the VCU, the OPCC, members of the VCN, and members of the Constabulary, to ensure the success of the model and to working in partnership to deliver a service tailored to the individual needs of victims and their families. This evaluation assists in capturing the development of the model and the current work in progress. It identifies the key strengths and highlights areas where further improvements can be made.

#### **4. THE VICTIM CARE MODEL – IDENTIFYING NEEDS AND REDUCING HARM**

A fundamental role of the VCU is the targeting of support services to those individuals who require support at a time appropriate for them, and for that support to be tailored to their individual needs. Everyone's experience of victimisation is very unique, depending upon a number of factors and personal circumstances that may impact upon their ability to cope and recover. As a consequence, people may require support at different times in their recovery and their needs may change over time.

A pro-active approach following the reporting of a crime ensures that people are provided with information about the support services available, so that they are able to make an informed choice as to when and how they access these. This pro-active approach helps to ensure that people are referred on to the relevant support services available to assist them when they choose and with their informed consent. Previous referral processes have adopted a blanket approach whereby all victims are contacted, often by letter, whether support is required or not, and specific needs have often remained unidentified and consequently unmet (Tapley *et al*, 2014). The value of adopting

an approach that seeks to identify the needs of victims during their initial contact with the police is examined in this report, together with an analysis of the challenges that this presents. As indicated by the diagram below, the victim care model intends to provide a service that begins and ends with the victim.

##### *4.1 The initial police response and identifying victims' needs*

A substantial body of research has demonstrated the significance of the initial contact between officers and the victim when responding to an incident. The attitude and perceived helpfulness of the officer will not only influence that person's perceptions of the police, but will also shape their views of the whole criminal justice process and their subsequent willingness to engage with it (Shapland, Wilmore and Duff, 1985; Walklate, 2007; Freeman, 2013; HMCPSI, 2016). As part of the victim care model adopted in Devon and Cornwall, the responding police officer is required to complete a Victim Needs Assessment (VNA) with the victim during the initial contact. This should be done prior to taking a Witness Statement and the VNA should be placed on the police database UNIFI, to be picked up by the VCU the following day. The purpose of the VNA is to establish at the initial point of contact what impact the crime has had upon the victim

and what needs they may have. In accordance with the Victim's Code of Practice, the VNA helps responding officers to identify whether the victim

comes under one or more of the three categories that may entitle them to receive enhanced entitlements under the Code (outlined above in Section 2.1).



The completion of an accurate and detailed VNA is essential to the success of the victim care process, as VCU officers rely on this information to inform their subsequent actions. If a VNA indicates “no needs”, then the VCU response will be to send a letter to

the victim outlining what support is available and where more information can be found, including the telephone number of the VCU and details of the Victim Care website

[www.victimcaredevonandcornwall.org.uk](http://www.victimcaredevonandcornwall.org.uk)

If the VNA indicates that the victim has needs, sufficient details should be provided so that the VCU has a good understanding of the issues and can undertake the necessary preparation before contacting the victim.

### *4.2 The VCU process*

Every day data is taken from the daily crime report and cases are filtered according to whether a VNA is present, and whether the victims are identified as having “needs” or “no needs”. Following this process, cases are allocated to the VCU officers and Advocates. Data taken from the MyVCU database indicates that since its inception on 01/04/15 to 31/10/16, the VCU has met the needs of 2287 victims and during this period 1749 cases have been referred on to the VCN and subsequently recorded as completed. Records indicate that the length of interventions can range from one session to support lasting over several months, depending upon level of need and intensity. On 01/11/16 there were 556 active cases, 9 cases pending allocation to a support service and 133 rejected cases. Rejected cases are those where the VCU has made a referral to a VCN member, but the case is not considered to be appropriate and is referred back to the VCU. Rejections can occur for a wide range of reasons and indicates the importance of initial needs being identified

as accurately as possible, and for the VCU to have a good understanding of the services that the VCN members can provide.

Prior to contacting a victim, it is essential to gather as much information as possible, as a lack of accurate and relevant information can display insensitivity and a lack of empathy, however unintentional, and may discourage the victim from engaging with services or the criminal justice process. In preparation, the VC officer will look for any further details on UNIFI and explore what services may be appropriate. If unsure, they are able to call VCN members in advance for advice. If the support required is not offered by the current VCN members, VC officers may undertake their own search to see if the service is provided elsewhere and may have to refer victims to agencies who are not a member of the VCN. This information is then passed on to the OPPC who may choose to contact the organization to discuss joining the VCU. This process, therefore, enables VC staff to identify where there are potential gaps in services and forward this information to the OPCC. This level of preparation also enables VC officers to provide victims with a potential choice of services, enabling them to make an informed choice.

Victims are contacted by the VCU within two days of the offence being reported, using the preferred method of contact indicated on the VNA. This is most often by telephone and the VC officer can enquire how the victim is and ascertain what further support may be required. Receiving a call so swiftly after reporting the offence may help to improve victims' confidence that their complaint is being dealt with and positively influence their impressions of the police and the criminal justice process. However, if important information on the VNA is incorrect, it may reduce the person's confidence in the system. An example of this was found when a victim was contacted by the VCU by telephone and it transpired that the victim was deaf, but this information had not been included on the VNA. Sharing accurate and detailed information is essential, as it saves victims having to repeat what information they may have already provided and enables the VCU to clarify any further issues with professionalism and sensitivity.

This initial contact acts as a triage, whereby the VC officer can determine what further support may be required, by listening to the victim. The VC officer may be able to provide sufficient information and practical advice, so that referral to a VCN agency is not required at that time, or give the details of other organizations more suited to

addressing the specific needs of the victim. As indicated above, the initial contact by the VCU often meets the need of a large proportion of people, who are reassured that support services are available should they need them in the future, even if they are not thought to be needed at the present time. For people who are identified as having specific needs and requiring additional support, further details can be clarified by the VCU officer and, with their consent, a referral can be made to an accredited support agency that is a member of the VCN. The length of these calls may vary from a few minutes to up to an hour, depending upon the level of need. From that point onwards the referral can be monitored and tracked. Once the intervention has been completed and the case has been closed, organizations are required to ask the client to complete the Victim Outcome Survey, which is monitored by the OPCC.

The system counts the number of referrals on the basis of pathway, as identified by the Ministry of Justice (2013) commissioning framework. The total number of referral pathways counted from 01/04/15 to 31/10/16 are shown in Table 1 overleaf and helps to demonstrate the diversity of services and support required across a broad range of categories.

Referral Pathway	Total Count
Financial/Compensation	428
Family, friends and children	594
Empowerment and self esteem	1732
Perception of safety	1513
Access to services	1175
Health and wellbeing	1645
Education, skills and employment	137
Drugs, alcohol and addiction	61
Accommodation and housing	394

TABLE 1: TOTAL NUMBER OF REFERRAL PATHWAYS FROM 01/04/15 – 31/10/16

VC officers advise that the majority of people are pleased to receive a call because it provides victims with an opportunity to ask questions and gain the information they need straight away. If support is required, victims can be informed of the different types of services available and helped to determine which may be the most appropriate for them. As commented by one VC officer:

*“It’s friendlier when you talk to someone on the phone, it gives someone somebody to talk to, to ask questions and get advice... it’s more personal. It makes you wonder who did these things before we were here. There was one lady who was a victim of domestic abuse with a baby, but no support had been offered, so I contacted the Sergeant.”*

Due to the unique position of the VCU, VC officers are able to identify when VNA’s have not been dealt with correctly, particularly involving victims who have not been correctly identified as vulnerable and intimidated. On these occasions, they are able to take the appropriate action by contacting the police and by ensuring that support is provided when identified.

Some people, however, express dissatisfaction and frustration when contacted by the VCU because no further contact has been received from the police. Evidence that victims are not being kept updated by the officer in the case (OIC) has been found throughout the current evaluation from a range of sources. VC officers have advised that a high percentage of calls coming into the VCU include calls from victims requiring information about the progress of their case:

*'Some victims call Comms [101] because they're having problems contacting the officer and they're passed on to the VCU.'*  
(VCU Officer)

*'A lot of time is spent chasing police officers because they've not heard from them'*  
(VCU Officer).

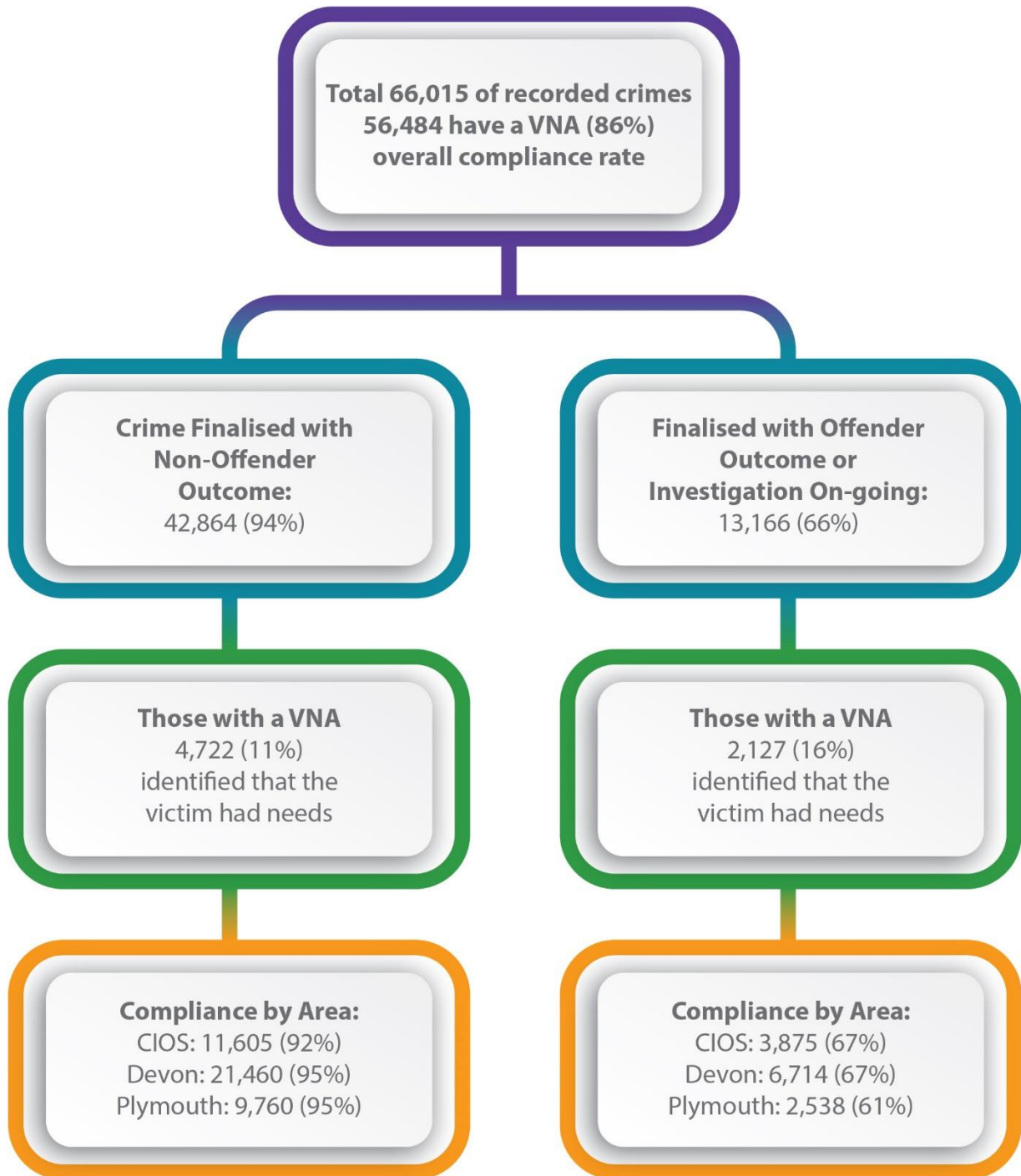
*'If the VCU was updated it would save a lot of time.... It seems to be a real issue.'* (VCU Officer).

In response, the VCU will email the OIC and advise that the victim needs to be updated, but they are not allowed to give the victim the contact details of the OIC. If the name of the OIC is unknown, they have to call 101 and quote the crime number to obtain this information. This can be time-consuming and evidence of the resources spent on following up OIC's to request an update for a victim should be captured when performance data for the MyVCU as a case management system for VCU staff has been established. This is currently work in progress.

#### 4.3 Challenges relating to completion of the VNA

It became apparent during the early stages of the evaluation that there were a number of difficulties and challenges associated with the completion of the VNA, but it was clear these challenges had been acknowledged and actions were being taken to examine performance and monitor the process. A VCU Performance Summary from 01/07/15 to 31/05/16 demonstrates the following VNA compliance rates overleaf.

The VNA compliance rates indicate that for those offences with an Offender Outcome or Investigation On-going, compliance rates are significantly lower than compliance rates for crimes with a Non-offender Outcome and that this is a consistent finding across the areas. However, when cases in this category do have a VNA, it shows that a higher percentage of victims have needs (16% compared to 11%), which raises some concern, because if victims in this category are more likely to have needs, but less likely to have a VNA completed, then they will not be getting their needs identified and will not be referred on to the appropriate services.



VCU PERFORMANCE SUMMARY



A possible explanation for the disparity between the two categories could be that Crime Standards return crimes to officers to have VNA's completed when not already done so, because cases have to have a VNA before they can be closed on the system, and Crime Standards only deal with crimes dealt with by a Non-Offender Outcome, which would then push the compliance rate up for these offences. However, since April 2016, 3% (418) of the crimes examined by Crime Standards were returned to officers for a VNA to be completed, suggesting that whilst outcome type may influence compliance rates, it is not the only associated factor. An apparent anomaly here is that officers appear more likely to undertake a VNA when no offender has been identified, rather than when one has. This may indicate that officers believe victims are less likely to need support when an offender has been identified than when one has not, but there is evidence to suggest that this is not the case, because victims often require additional support to help them navigate the complexities of the criminal justice process, in particular to reduce secondary victimisation by the process itself (Wedlock and Tapley, 2016). When examining the timeliness of VNA completions across overall crimes, whilst 50% were completed within 34 hours, a total of 75% were completed within 5 days. A small peak of completions occurs after 29 days, which is almost certainly due to

Crime Standards requesting VNA's be completed for cases to be closed.

It is clear that overall compliance rates need to be improved. The percentage being completed when the offence is first reported also needs to be improved in order to ensure victims are informed about the types of support available soon after the offence has occurred. The research also highlights concerns regarding the quality of the information being provided on the VNA, as the performance data indicates only a small percentage of victims being identified as having needs, raising the possibility that not all victims with needs are being identified due to VNA's not being completed at all or not being completed properly.

The performance data above indicates that overall for the period from 01/07/15 to 31/05/16, a total of 6,849 victims with VNA's were identified as having needs. From this, you would expect the VCU to have contacted all of these victims and to have referred them on, if appropriate. However, when the data from the MyVCU database is examined, the actual total number of referrals for that same period is 1382, meaning there were 5,466 cases where the VNA identified a need but no referral was made. This appears to be a

large number and is worthy of further investigation as to what happens in these cases. There are a number of possibilities; it may be that the VCU were able to address any needs during the first contact or that it was not possible to make contact with the victim. Alternatively, the victim may have already sought support elsewhere, due possibly to information already provided by the police, information found on the MyVCU website, or previous knowledge and experience of a support service.

At the present time it is not possible to investigate the outcome of the 5,466 cases where the VNA identified a need, but no referral made, and to examine what further action is being taken outside of the referral process. Work is currently being undertaken to capture the performance data of the VCU and once this is complete it will be possible to distinguish and record the range of tasks being undertaken by the VCU and the outcomes. This will provide important information regarding the 'added value' of the VCU.

If the VCU is contacting 6,849 victims identified as having needs and managing to provide sufficient information to almost 80% of them, whilst referring 20% on to

other agencies, this demonstrates the importance and efficiency of adopting a targeted approach. If unable to contact a victim, a "no needs" letter should be sent, and it would be helpful to know how many people who receive a "no needs" letter go on to contact either the VCU or a service provider for further information or advice, or how many people who receive a call and do not need support at that time, then later decide that they would benefit from some support. This information needs to be gathered through performance monitoring of VCU activity.

#### *4.4 A particular challenge - identifying cases of domestic abuse*

A particular difficulty in identifying cases of domestic abuse is that domestic abuse is not an offence category in itself, but can be behaviour that spans a range of criminal offences. Offences occurring within a domestic context can include criminal damage, harassment, assault, sexual offences, kidnap, attempts to kill and homicide and, following further legislation in December 2015, coercion and control. Table 2 below provides information taken from the Office of National Statistics (ONS) website (accessed 10/11/16) and details the extent of offences related to domestic abuse in the six months from April to September 2015.

<b>England and Wales</b>	
<b>Offence</b>	<b>Number of Offences</b>
All offences	207,514
Violence against the person	160,675
Sexual offences	6,223
Miscellaneous crimes	2,825
Public order offences	8,443
Criminal damage and arson	18,791
Other offence types	10,557
1. Source: Police recorded crime, Home Office 2. Police recorded crime data are not designated as National Statistics 3. All forces have returned data to the Home Office for the first six months of the financial year. These data are provided and have not been reconciled with police forces	

TABLE 2: NUMBER OF OFFENCES RECORDED BY THE POLICE WHICH WERE FLAGGED AS DOMESTIC ABUSE RELATED, APRIL TO SEPTEMBER 2015 (ONS, FEBRUARY, 2016)

Table 3 overleaf indicates the number of VCU referrals by offence category for 01/07/15 to 31/05/16, the same period used for the VCU Performance Summary above. In particular, it highlights the high level of referrals for 'Violence against the person' and a number of other offences which could also be domestic abuse related, as highlighted in Table 2. Although MyVCU data is able to provide data on offence type and gender, it does not highlight accurately cases occurring within a domestic abuse context. Table 3 indicates that there were less than 10 referrals for DV (Domestic Violence), which does not correlate with the extent of DA cases being reported during that period. An examination of the case offences from 01/07/15 to 31/05/16

(MyVCU database, see Appendix A), indicate that there were 306 female victims and 198 male victims of violence against the person, and 106 female and 6 male victims of sexual offences. Harassment and stalking are not identified as a separate category, but further analysis demonstrates that these offences come under the category of 'Other', for which there were 223 female victims and 106 male victims. However, Table 3 indicates that no referrals were made for Harassment during this period. The disparity between the offences that are recorded and the subsequent referrals made, indicate that victims of serious offences, which may also be domestic-abuse related, are not being flagged and that victims may not be being referred to appropriate services.

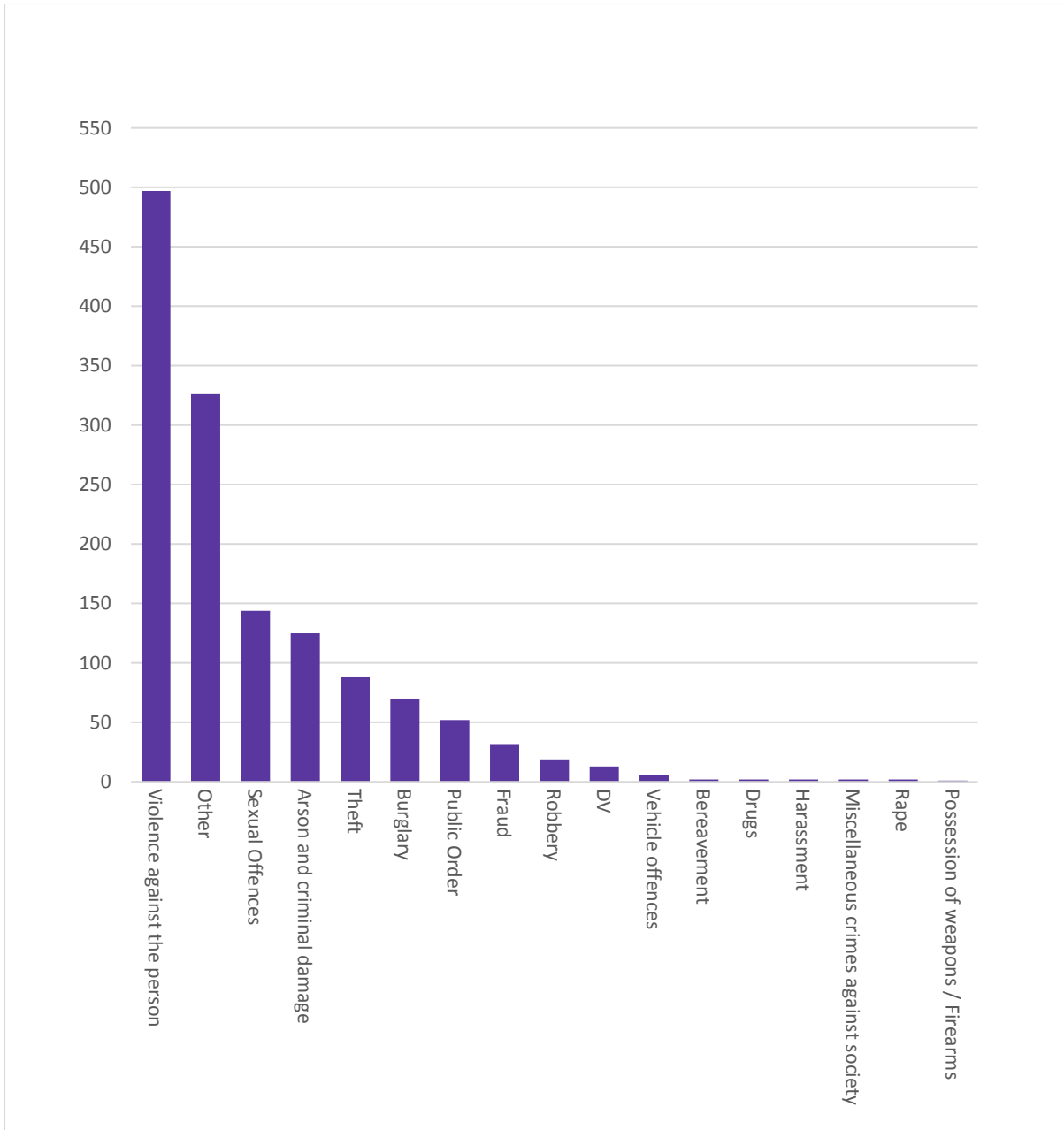


TABLE 3: REFERRALS BY OFFENCE CATEGORY 01/07/15 - 31/05/16

This raises concerns regarding the ability of the process to identify victims of domestic abuse, both male and female, who because of the nature of the offence, are likely to be more vulnerable and at risk of repeat victimisation. It also raises concerns

that their needs are not being identified and referrals to support services are not being made. This may provide a possible explanation for the findings of the VCU Performance Summary where in 5,466 cases a VNA identified a need, but no

referral was made. Table 4 below illustrates the non-physical impact of domestic abuse and indicates the levels of support that both male and female victims may require, but may not be receiving if referral processes fail to identify their needs.

All cases occurring within a domestic abuse context should be flagged and a risk assessment undertaken. Victims of domestic abuse (DA) are victims of a serious offence and are more likely to be repeat victims. This increases their vulnerability and may indicate a need for

specialist support. If cases are clearly flagged and the level of risk determined, it would help the VCU to identify such cases and assist in determining what type and level of support may be appropriate and who should be taking responsibility for ensuring support is provided. The extent of domestic abuse and the current processes for referring cases of domestic abuse are examined in further detail in Section 4.8 below.

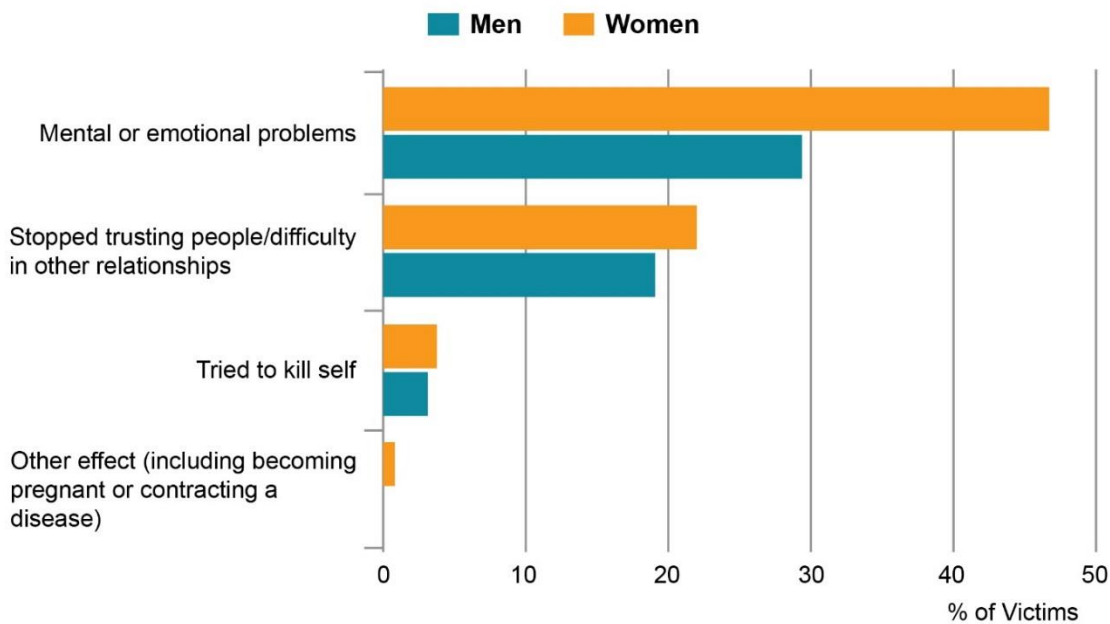


TABLE 4: NON-PHYSICAL EFFECTS FELT AS A RESULT OF PARTNER ABUSE EXPERIENCED IN THE LAST YEAR, YEAR ENDING MARCH 2015 (ONS, FEBRUARY 2016)

### 4.5 A pro-active approach

For many people, the impact of victimisation is not always initially evident. It may only be sometime later that they begin to realise that their behaviour has changed (not going out, changing their routine, avoiding certain places or activities, etc.) and that they are feeling overly anxious or worried. It is at this time that some people may wish to access support services and this highlights a key strength of the VCU model. Evidence from earlier research found that if people are not proactively contacted following the offence, but later on require support, they are less sure that they can still get support or how and where that support can be accessed (Tapley *et al*, 2014). However, if a victim has received a call from the VCU and is made aware of what support is available, they are more likely to seek support should they decide at a later time they would like help, as they already have a connection with someone and know how to access it.

This demonstrates how the use of a VNA and the intervention of the VCU provides a triage whereby people who may have specific needs can be identified and assisted in gaining access to relevant support services. However, the effectiveness of that filtering system depends upon the quality of information being obtained and shared.

### 4.6 The quality and accuracy of the VNA

In addition to improving compliance rates, a further difficulty identified is the quality and accuracy of the information being provided by officers when completing the VNA. As the VCU does not have the capacity to contact every victim by telephone and the blanket approach of sending everyone a letter is an inefficient use of resources, the ability to target resources is fundamental to the model. However, the accuracy of the filtering relies on the quality of the VNA. A lack of sufficient detail and information requires VC officers to spend time making additional background checks and chasing the relevant officer for additional information. Further ambiguities are raised when a VNA states “no needs”, but additional information provided indicates that there may be, thereby requiring further follow up before the victim can be contacted. Whilst some officers were described as prepared to go ‘the extra mile’ and provide useful and detailed information, it became apparent that some viewed the VNA as a ‘tick box’ exercise and demonstrated little understanding of the purpose and subsequent use of it.

In a number of cases, no VNA is provided following the reporting of the offence. For example, on 03/02/16, out of 469 crimes, 152 had no VNA. The VC officer will

attempt to identify the officer to follow this up, but the majority of these will involve cases of domestic abuse and although these should be flagged up on the system, a flag is not always applied. A VNA can also be added to the system at any time, resulting in the crime appearing on the Crime Report the following day for action to be taken. As indicated above, a VNA may be completed retrospectively, as a case cannot be signed off without one, but could result in a victim being offered support retrospectively or not at all. There is evidence of this happening and on one occasion involved a young vulnerable victim with learning disabilities being contacted by the VCU some considerable time after the offence had occurred. There is a danger therefore of vulnerable victims 'falling through the cracks' if needs are not identified early and the relevant information not shared.

A staff awareness survey was undertaken from 25/08/15 to 11/09/15 by Devon and Cornwall police to capture officer awareness of the VCU and the purpose of the VNA. The survey went live on the intranet, but response rates were low. To improve this, emails were sent from managers and members of the Victim Code Improvement Group to staff, but this may have introduced a bias in the sample, as the emails would have been targeted at

officers with a greater level of knowledge and provided them with more opportunities to complete the survey. However, despite this possible bias, the survey demonstrated a lack of knowledge and confidence relating to VNA's and the VCU. The findings are based on a sample of 352 officers:

- 100% had heard of a VNA and 99% understood what one was.
- 33% only partially understood
- 96% knew that a VNA should be completed with every victim of crime
- 20% felt unprepared to conduct a VNA and only 50% felt fairly prepared
- Over 13% said their manager had not talked to them about the VNA
- 95% said they had heard of the VCU
- Almost 70% said they did not fully understand what the VCU does
- 33% said their manager had not talked to them about the VCU

Further evidence from attending a police focus group, organised as part of the review of the VNA, demonstrated that whilst a number of the officers had a clear understanding of the role of the VCU and

how the completion of the VNA fed into this process, levels of knowledge and awareness were mixed, even among the small group of officers at the focus group:

*“To find out the impact on the person and help them cope. It then goes to a multi-agency assessment panel and gets signposted to agencies to assist. The VCU make contact and reassure and help victim to recover.”*

*“It helps work out what position the victim is in, and to risk assess, and assess what help they need.”*

*“The victim needs to be cared for and assessed in relation to how the crime has impacted their life. This is to help them recover.”*

*“It goes to Victim Centre who assess and make relevant referrals to support victims’ needs.”*

*“The VNA goes into a large pile, and only those that highlight major issues are flagged up.”*

*“To be able to help put in place functions to assist in the recovery of the crime.”*

*“Purpose of the VNA is to flag up to other agencies how to help someone recover from crime in short/medium term. It goes to the VCU to be distributed and the VCU make referrals to appropriate agencies after they make initial contact with the victim.”*

*“To actively involve victims in their own recovery plan, for example, don’t just leave them a leaflet. Especially important for ‘less capable’ people (for any reason).”*

*“The role of the VCU is to make contact with and reassure and help victim recover.”*

*“It tailors our care resources to the victims’ needs and it includes the victim in helping themselves.”*

*“The VNA is important so we as a force can identify specific needs of individuals where we can help to improve certain aspects to their lives and make them less vulnerable, and hopefully less likely to be a victim of*



*crime or offender. A VNA is then reviewed by VCU who will contact a victim and offer them assistance with the information we have provided and help signpost individuals to other services.”*

#### 4.7 Barriers to VNA compliance

Interviews with senior police officers provided some insight to which factors may impact on officer compliance with the VNA, in addition to not fully understanding its purpose. It was acknowledged that the responsibilities of responding officers during initial contact had increased during the last fifteen years due to the introduction of a number of reforms, requiring officers to provide victims with a significant amount of information at this early stage. This includes information about the criminal justice process, their entitlement to make a Victim Personal Statement (VPS), the Victim Code of Practice, information about support services and from 2016, their right to ask for a review of police and CPS decisions. However, victims who participated in the current evaluation indicated that they had not been provided with all of this information and, in particular, the majority had not heard about the Victim’s Code of Practice, or been made aware of their entitlement to make a VPS and to read this out in Court. Many had not been told about the Victim’s Right to Review, although information regarding

this is now included in the letters sent out by the VCU.

Senior officers made specific references to the influence of police culture. Whilst acknowledging the shift that has taken place during the last decade, from performance measures based upon arrests and conviction rates, towards an emphasis on identifying vulnerability, harm reduction and safeguarding, senior officers accepted that police culture in Devon and Cornwall had been slow to adapt. The introduction of the VCU was considered to be a “bold decision, but the right decision” and that it represented the change in ethos of the force. It was essential that officers “get it right first time” because if they miss anything, time has to be spent going back and doing it again. It was acknowledged that the process had become burdensome and that it was little surprise that some officers would miss something under pressure. It was suggested that in order to address this, officers needed to be made aware of the wider context and to understand the amount of support being provided by the VCU as a result of the information provided on the VNA; thereby promoting it from another “tick-box” exercise to something more meaningful and of particular benefit to them.

*“The VCU provides a real opportunity for quality follow-up, provided the officer does their due beforehand. They only need to have a short conversation with the victim and record it, they no longer have to follow it up... it has helped improve compliance with the Code.”*

#### *4.8 Improving communication between specialist officers and the VCU*

A senior officer indicated that a closer partnership needed to be developed between specialist officers and the VCU. Specialist officers (SODAIT/SOLO) are required to complete VIST (the force victim screening tool) in order to identify victim needs and prior to the VCU, officers would make referrals to the specialist support services themselves, if at all. There is some confusion as to who is responsible for ensuring victims of domestic abuse and sexual violence are being provided with information about the relevant support services and it has been acknowledged that referrals regarding cases of domestic abuse (DA) and sexual violence (SV) have presented a number of challenges since the VCU has been introduced.

How victims of DA are responded to depends upon the outcome of a risk assessment, but it should always be

remembered that risk is not a static concept and the likelihood of further harm can be reduced if the victim is kept informed and receives on-going support. DA cases assessed as ‘high risk’ using the DASH (Domestic Abuse Stalking and Harassment) risk assessment tool should be dealt with by specialist SODAIT officers (Sexual Offence and Domestic Abuse Investigation Teams) and managed by the MASH (Multi-Agency Safeguarding Hub). High risk victims should also be allocated to an Independent Domestic Abuse Advisor (IDVA), who is associated with a specialist support service, and referred to a MARAC (Multi-Agency Risk Assessment Conference). The VCU is not involved with ‘high risk’ cases. Cases assessed as ‘medium risk’ are dealt with by the VCU, but are reliant upon consent being confirmed on the VNA together with an indication of needs. The VCU advises that in 90% of cases “no needs” are indicated on the VNA, which is of serious concern, as victims of DA can come under all three categories identified by the Code as being entitled to an enhanced service, including a referral to a support service. This may account for some of the concerns raised in section 4.4 above. Victims of rape and sexual assault should be allocated to a specialist officer (SODAIT) and referred to the SARC (Sexual Assault Referral Centre) where the services of an ISVA (Independent Sexual Violence Advocate) should be available, together with information about additional

specialist support services. However, it is not clear that these practices are being followed consistently.

A telephone interview with a specialist officer in Cornwall indicated that they were unaware of the VCU and although they completed a VNA, which went on UNIFI, they were not aware of how that information was being used:

*‘Not really aware of the VCU, thought it was still Victim Support. We wouldn’t know where the VNA goes and it doesn’t say where it goes or how it [the information] is used. Maybe it’s because we deal with more specialist cases, but I’d have to ask the Station Sergeant.’*

Further evidence of this can be found on the MyVCU database, which indicated a

relatively low level of referrals being made to DA and SV support services in comparison to the number of reported offences. Information gained from the VCN online survey indicated a concern by a specialist support service regarding a fall in referrals to their service by the police since the VCU started:

*‘Since inception there has been a problem with referrals through the hub because of changes in the way police collect information and refer victims for support. [We] have tried to address this on numerous occasions, but made little headway.’*

These concerns are supported by the findings of the VCU Performance Summary, which found that VNA compliance rates for rape and sexual offences were low:

Offence	Non-Offender Outcomes	Offender Outcomes or Investigation On-Going
Rape	85%	62%
Other sexual offences	91%	65%

TABLE 5: VCU PERFORMANCE SUMMARY: VNA COMPLIANCE RATES FOR RAPE AND SEXUAL OFFENCES

The cause of low compliance rates may be due to the referral processes in these cases not being sufficiently clear. Some specialist officers appear to be providing high levels of support to victims themselves as part of the investigation, whilst others may be making their own referrals to specialist agencies. However, one senior officer stated this is not sustainable due to the increase in reporting of domestic abuse and sexual violence. Fewer officers are completing VNA's possibly resulting in fewer referrals being made to members of the VCN.

As indicated above, with regards to domestic abuse (which is not identified as a separate offence category on the VCU Performance Summary), the process involving cases assessed as medium or standard risk is not sufficiently clear. Some VCU officers are contacting the victim directly to check if support has been offered, whilst others are looking on UNIFI and following up with the support providers to check whether referrals have been made. Neither approach is standard practice, meaning some vulnerable victims may not be getting referred on to specialist services at all by the police or the VCU.

The VCU and the police are aware of these problems and different processes are

currently being trialled and reviewed, but some urgency is required, as there are serious concerns that vulnerable victims are not being provided with the information and support to which they are entitled to and, as a consequence, may be increasing their risk to further harm.

A way forward could be to encourage specialist officers to work in closer partnership with the VCU and for the VCU to establish standardised procedures when dealing with rape, sexual offences and domestic abuse cases, as these cases make up a large percentage of the daily reported crimes.

HMIC (2015) revisited all forces following the findings of their report in 2014, which found the need for significant improvements to be made in police responses to domestic abuse across the majority of forces. The need for 'further work to understand the nature and the scale of domestic abuse' has been acknowledged by HMIC (2015:7) and the report emphasised that:

‘An effective response to victims of domestic abuse requires both statutory and voluntary sector organisations to work together to undertake joint risk assessments and safety planning to address their often complex needs and the needs of their children.’

This work needs to be a priority, as HMIC (2015) found that there had been a 31% increase in the number of domestic abuse related crimes and that DA related crime constituted 10% of all recorded crime and one third of all recorded assault with injury. A consequence of an increase in reporting is an increase in convictions. In 2015-16, the CPS (2016) announced that it had secured over 8,500 more convictions for

Violence Against Women and Girls (VAWG) crimes – an 11% rise from 2014-15 and the third year running that there has been an increase. These prosecutions now account for 18.6% of the CPS’ total caseload. Table 6 below illustrates the data by CPS Area for domestic abuse prosecutions for CPS South West (Avon and Somerset, Gloucestershire, and Devon and Cornwall) and Devon and Cornwall Police for 2015-2016. It shows that successful conviction rates in Devon and Cornwall were 73.9%, slightly higher than the South West area average of 73.5% and slightly below the national rate of 74.5%. Whilst these figures are encouraging, they mask the amount of specialist support that is required to keep victims safe and the effort required to keep them engaged with the process.

	Convictions		Unsuccessful		Total
	Volume	%	Volume	%	
<b>Devon &amp; Cornwall Police</b>	1,582	73.9%	560	26.1%	2,142
<b>South West CPS</b>	4,024	73.5%	1,450	26.5%	5,474

TABLE 6: DOMESTIC ABUSE PROSECUTIONS FOR CPS SOUTH WEST (AVON AND SOMERSET, GLOUCESTERSHIRE, AND DEVON AND CORNWALL) AND DEVON AND CORNWALL POLICE FOR 2015-2016

The Public Protection Unit and the MASH (Multi- Agency Safeguarding Hub) need to be more aware of the role of the VCU and

the potential for this to be used to engage with the support services and share intelligence, which would not only assist in

investigations, but also assist in harm reduction and prevention. However, a senior officer stated that getting officers to engage with the VCU would take time, as its role was not fully understood and its purpose not fully embraced as it was perceived as “HQ based” and due to the “geographically vast” nature of Devon and Cornwall, such distances create barriers:

*“The VCU is very good at promoting itself, but the reality is that frontline staff still don’t know what it does for them.”*

#### *4.9 Prioritising victims of crime in Devon and Cornwall*

Senior officers implied that prioritising victims of crime in Devon and Cornwall had been slow and that up until recently the force did not have a victim strategy and a Force Lead for victims had only been appointed at the end of May 2016. The performance and compliance data indicate that some areas are performing better than others. Initial training had included all supervisors and it was intended for the information to be cascaded down to officers, but it was evident that this had not been happening effectively, as some officers reported that this had not been done in their areas. This demonstrates that whilst further work had been undertaken to

raise awareness of the VCU, including face-to-face training, and the making of a promotional film, awareness in some areas has remained low. Social media has also been used to raise awareness, with use of a Facebook campaign and the creation of a VCU Twitter account. Social media can be a good way to get information and news out quickly, but there are also risks. The information conveyed needs to be monitored and updated regularly, to ensure accuracy and relevance. A VCU officer has taken on the responsibility of maintaining the VCU profile on social media sites.

To raise the profile of victims and the work of the VCU, police victim champions were introduced in January 2016. There are currently seven victim champions across the force and these consist of police constables, detective constables, police sergeants and detective sergeants. Whilst some have volunteered to perform the role, others have viewed it as necessary for personal development and to contribute towards career progression, rather than a genuine interest in improving support for victims.

The VCU manager has also been delivering further training to officers across all ranks, including new recruits, who have demonstrated a good awareness of victims

being at the forefront of delivery and a priority for the force. Training for existing officers has been on-going and by using case studies and demonstrating “operational relevance”, a greater awareness is starting to emerge, evidenced by a gradual increase in officers contacting the VCU for information and further clarification, although at this stage the evidence is only anecdotal.

A review of the VNA has been taking place during the evaluation and it is intended for the VNA form to be revised and to be circulated as part of a wider internal re-launch of Victim Care within the force. The review of the VNA has included gathering information from the VCU and police officers to make clear what makes a good VNA in order to further develop an informed understanding of its purpose and central role. The review found that the VNA in its current form was not fit for purpose and may be a factor in VNA compliance rates. Three key themes emerged from the review:

1. To amend the format of the VNA and the types of questions asked to be ‘open’ rather than ‘closed’; focusing on barriers to communication, existing support and how they are feeling, and to remove a number of questions where responses are not required at the initial contact. Further streamlining

is required, separating questions regarding practical needs and personal needs, and more guidance provided to officers.

2. To re-examine the processes, including the possibility of automating some of the processes (although it is not clear which processes and how they could be automated) and to clarify and standardise who is responsible for completion of the initial VNA.
3. To raise awareness and provide further training, as there remains a lack of awareness regarding the role of the VCU and the range of support that it provides.

#### *4.10 Creating a victim-centred process through partnerships*

A significant focus has been placed on the value of the VNA and the challenges it presents because its importance cannot be understated. The VNA acts as the gatekeeper to the victim care model, with the responding officer identifying the needs of victims during their initial contact and by the VCU ensuring that the relevant information and support is provided so that victims can make informed choices to assist in their recovery. The VCU is situated within the force and performs functions that fulfil some of the police

responsibilities under the Victim's Code. For the process to be successful, all officers need to be aware of the purpose of the VNA and the role of the VCU.

The shift in focus of the criminal justice system from an offender focused process to one that acknowledges the vital role of victims and witnesses is not a recent phenomenon. It has been a gradual process, beginning with the publication of the first Victim's Charter in 1990, to the introduction of the first Victim's Code of Practice in 2006, followed by the subsequent introduction of a range of victim-centred reforms. The implementation of such reforms has created both opportunities and challenges, and has required a significant shift in professional cultures, impacting upon the police, the Crown Prosecution Service and the Courts. For police forces to be fully compliant with the reforms, police officers need to place victims of crime at the forefront of what they do – to listen carefully and respond appropriately to their needs. As clarified by Olivia Pinkney, Chief Constable of Hampshire Constabulary (20/10/16), 'there is now a difference in duty.... to seek out and help vulnerable people.'

However, the police cannot do this all by themselves so it is essential that the force increases its ability to be outward looking and to seek new ways to work in partnership with departments within its own force (across the whole region), and to collaborate with other statutory and third sector organizations, sharing information and intelligence, in order to provide services to victims which give them the confidence to engage with the criminal justice process to reduce harm and prevent future victimisation.



## **5. THE VICTIM CARE UNIT – STRUCTURE AND MANAGEMENT**

The VCU is situated within the force's Criminal Justice Department and based in Exeter, within the same large open plan office accommodated by the Witness Care Unit (WCU). Being such a large open plan office there is a tendency for it to be quite noisy during the day, which can be difficult when trying to have a conversation with someone to assess their needs. Calls being made by the WCU could be clearly heard, but there was very little interaction observed between the WCU and the VCU, which perhaps is surprising as the WCU have an opportunity to identify further support needs and refer victims and witnesses to the VCU if support is required. It is acknowledged by the VCU Manager that the relationship between the VCU and WCU requires a more formalised approach and at the current time referrals made by the WCU to the VCU either by email or telephone is not recorded. This will be forming part of a review of performance data relating to the work of the VCU which is currently under development.

The VCU has one FTE manager with some administrative support. At full capacity the team should be made up of 10 FTE VC officers working in three teams. In addition there are 2.6 FTE VC Advocates, and a 0.6 FTE Senior Mental Health CPN. One of the

FTE VC officers specialises in working with victims of fraud and the role of the VC Advocates is to visit those people who have been identified by the VC officers as being vulnerable and requiring additional support to enable them to access the relevant services. These cases are referred to the Advocates, who then contact the victim and arrange a home visit, if required.

The VCU operates 08:00 – 20:00 from Monday to Friday, and 09:00 – 17:00 on weekends and Bank holidays. The teams work in shifts in a three-week pattern, working one weekend in three. This shift pattern allows for victims to be contacted within one day of reporting the offence and to be contacted out of core office hours. Lone-working was introduced last year by the Criminal Justice Superintendent in response to reduced staffing levels and resilience issues for evening and weekend cover. It is not intended for lone-working to become a normal practice and it is hoped that the recruitment of additional staff will no longer warrant it as a necessity.

The employment histories of the staff make them experienced candidates for the roles of VCU officer or VCU advocate, as the majority have either worked in a criminal justice agency or another emergency or support service, and have relevant

academic and/or practitioner experience. Interviews with VCU officers and advocates, and observations of the VCU, provided evidence of the professionalism of staff when contacting victims and their ability to engage with victims and provide them with additional advice and support.

Three members of staff have been working in the VCU both during its formation and since it opened in April 2015, including the Manager, who has been employed by the force since 2006 and was a manager in the Criminal Justice Department prior to joining the VCU. The VCU has experienced a relatively high staff turnover, not identified by the Manager as directly linked with the work of the VCU, but due to other career opportunities becoming vacant in the force or in other support services, and some due to personal circumstances.

### *5.1 Management and performance*

Since operation of the VCU began, the role of the manager has evolved and has developed significantly beyond that which was originally envisaged. In addition to the day-to-day management and supervision of the VCU, the manager has been required to take on a more strategic role both within the force and outwardly with partner organizations, raising awareness of

the work of the VCU, delivering presentations and training, developing partnerships within the wider community and monitoring force compliance. Acknowledgement of these two separate roles has resulted in a review of VCU management and a new post of FTE VCU Supervisor has since been introduced, with a new appointment on trial in November 2016. Their role will be to supervise the daily duties and performance of the VCU, allowing the VCU manager to focus on the development of strategy and partnerships.

The additional demands placed upon the VCU manager had led to a lack of oversight and supervision of the day-to-day business, resulting in some tensions developing between staff. This had not been assisted by staff absences due to sickness and other planned leave, and waiting for the further recruitment of staff to replace those who had left. In the interim period, action had been taken to address the issues, by reviewing the teams and moving staff to ensure all teams had the relevant knowledge and skills.

In order to capture all of the work being undertaken within the VCU, some analysis is being introduced to measure performance and record the range of activities being undertaken. Plans are

being put in place to use MyVCU as a Case Management System so that all the activity can be monitored in one place. UNIFI prefixes have been set up to enable staff to record their tasks, (for example, method of contact with the victim), together with what action followed (for example, reassurance, advice, referral on to VCN or VCU advocate, signposting to other services, contact with police/OIC, etc.). The analysis of this information will provide valuable data to identify the core tasks of the VCU officers in order to target resources more efficiently and to identify future training needs.

### *5.2 Training and staff development*

Staff who joined the VCU from the beginning were provided with an initial four weeks of training which included some areas of policing and processes, training on the relevant IT systems, team building and information about the support services and organizations that made up the VCN. Individuals who have subsequently joined the VCU predominantly shadow another VC officer and there is currently no formal induction programme designed for staff joining the VCU. A rolling programme of training is provided, which is either requested by VC officers who wish to develop their knowledge in specific areas, or arranged by the VC Manager. Additional training in 2016 has included training on the

DASH (Domestic Abuse, Stalking and Harassment) risk assessment model and a visit to a local court to gain an insight to court procedures and an understanding of the victim perspective. Members of the VCN visit the VCU and officers sometimes attend the Networking Days. This provides a valuable opportunity to meet with members of the VCN and raise awareness of the services provided, which in turn encourages VC officers to refer to a wide range of VCN members, rather than the ones they are most familiar with. In August 2016, additional training was provided focusing on guidance skills, whereby telephone calls by the VC officers with victims were observed by a trainer. The trainer then provided feedback and encouraged the VC officer to reflect upon their interaction and gave advice on how to manage difficult and challenging situations.

VC officers now have an opportunity to receive clinical supervision once a month provided by a Clinical Psychiatric Nurse. The roles of VC staff can be challenging, as working with people who have suffered victimisation and may have multiple needs demands a level of personal resilience within team members. Support is provided among staff themselves and monthly supervision provides another opportunity to discuss issues and cases, which may have caused heightened concern and anxiety. It

must be emphasised that the work undertaken can be emotionally demanding, listening to people who are experiencing distress through the impact of victimisation.

Additional training is required to further improve the response to fraud; an area of police work that has increased significantly during the last decade, due to developments in technology related to the internet and subsequent cybercrime. This area continues to expand with more sophisticated forms of fraud being perpetrated and reporting has increased due to greater public awareness of what constitutes fraud. More recently, research has been undertaken regarding the impact of fraud and the support available for victims (Button, Tapley and Lewis, 2013; Button, Tapley and Lewis, 2014; Whitty and Buchanan, 2015). As a consequence, there has been increased demand for support services and, in addition to the role of the VCU Fraud Advocate, in February 2016 twelve fraud volunteers were recruited to respond to cases and undertake face-to-face support if required.

Action Fraud, a national reporting centre for fraud and cybercrime, was first launched in October 2009 by the government, and by March 2013 the service was rolled out to all forces. However, Action Fraud has faced

difficulties in responding to the sheer volume of reports, causing long delays and support services for victims across the country have been patchy and inconsistent. The Home Office announced that from November 2016, forces will be able to access the Action Fraud database and identify cases in their own areas, but there are concerns regarding demand, with a current average of 300 reports per month in Devon and Cornwall.

Further training needs identified by the VC officers include training around diversity, in particular, working with BME groups and people with learning disabilities. This training would assist in developing the confidence of VCU officers when working with diverse communities with often multiple needs. An annual appraisal system is being implemented to provide staff with an opportunity to discuss performance and staff development.

It was found that opportunities to share and use feedback received on the VCU was not being widely used with staff to help inform practice and training. If feedback received referred to a member of staff then staff are advised of this privately, but it was not being used to identify and share good practices and, if necessary, used to improve and develop professional

practices. The collection and use of feedback is examined below and could be used to inform staff development and identify staff training needs.

*5.3 Future developments for the management of the VCU:*

1. Development of a Staff Induction Programme
2. To undertake a review of current processes in order to identify best practices and standardise these so that all VC officers are following procedures consistently, in particular, with regards to domestic abuse and sexual violence cases.
3. Together with the introduction of performance monitoring to identify the tasks and workload of the VCU, to implement an annual appraisal process for staff.
4. To ensure feedback gathered from victims of crime and other key stakeholders is shared with staff and used to inform the allocation of resources and identify training needs.

## 6. THE VICTIM CARE NETWORK

A key purpose of setting up the VCN was to create an accredited network of professionals with the aim of:

- increasing the visibility of support services across the region;
- raising awareness of the types of support available;
- encouraging and facilitating the development of partnerships and closer collaboration;
- reducing duplication of services and identifying gaps in service delivery
- ensuring sufficient capacity and choice, in order to ensure quality service provision across all pathways.

The VCN now consists of over 70 organizations, ranging from single-issue specialist support services to more generic services, to enable local people across the region to access services. An electronic map has been designed to demonstrate the range of services across the area and demonstrates the clustering of services in the larger towns, in particular, Exeter and Plymouth. The link below will direct you to the interactive electronic map ([www.icjs.port.ac.uk/VictimsServicesMap2](http://www.icjs.port.ac.uk/VictimsServicesMap2)

[016/Map/story.html](http://www.icjs.port.ac.uk/VictimsServicesMap2)). In order to reveal the flags for each service where there is a cluster, you will need to zoom in in order to separate the flags. By clicking on each flag you will see the different organizations and what services they provide. Further information is provided by the key on the left. A distinction is made between those services that are national and/or local ones. Whilst some services may be based in one particular town, their services may be delivered across a wider geographical area. This map starts to reveal the geographical challenges of the region; consisting of largely rural areas and villages, and three larger conurbations based in Exeter, Plymouth and Truro.

Respondents from a range of agencies commented on the difficulties presented by such a large geographical area and how differences in culture can create barriers between regions, even within the same institution, such as the police. Views were expressed within the force regarding the location of the VCU in Exeter, that it was perceived as remote and belonging to HQ, therefore, not beneficial to them. Members of the VCN felt that because it was based in Exeter, VC officers did not have sufficient local knowledge of other areas, which impacted on referrals being made and the possibility that smaller services were not receiving sufficient referrals.

An approach adopted in Cornwall to ensure the delivery of a diverse range of services across a predominantly rural area involved the development of a consortium. Safer Stronger Consortium (SSC) achieved charitable status in July 2014 and currently consists of approximately 26 diverse and specialist third sector organizations, the majority of which are based in Cornwall. The SSC brings these agencies together to create one flexible and multifaceted organization, offering knowledge of a range of services, including the provision of practical and emotional support to victims of crime. The SSC is a member of the VCN and some of its members have also established independent service delivery agreements with the OPCC. The SSC developed a Victim Empowerment Model (VEM), which forms part of its delivery model agreement with the OPCC and nine of its partners have adopted the VEM. Referrals to the SSC by the VCU are made to a case co-ordinator who acts as a single point of contact for the victim. The co-ordinator liaises with the VEM partners to establish the most appropriate service to meet the needs of the victim, and once the case is accepted it will be logged on the MyVCU database.

A review of the VEM was published in March 2016 (Westpoint, 2016:2). It provides a valuable insight to the profile of

VEM clients, with over 25% under the age of 17, and 34% having experienced personal violence, the majority involving domestic abuse. In particular, it reveals the complex needs of VEM clients (with 31% requesting five or more types of support). This clearly demonstrates the levels of complexity when working with people who have suffered victimisation and the need for an equally diverse range of specialist care. The strengths of the VEM were identified as 'the genuine (and evidenced) multi-agency, victim-centred approach to victim support work across Cornwall' and its capacity to offer 'holistic interventions for clients with complex needs'. Challenges to the model were also highlighted, including the sharing of appropriate, risk-based information at the point of referral, balancing client need with operational cost, and the provision of secure sustainable funding. These challenges have been widely recognised when undertaking work across a range of agencies and a fundamental purpose of the VCN is to address these through the development of closer partnerships within a networking framework.

### *6.1 Victim Care website*

Information about the VCU and VCN can be found on the homepage of the Devon and Cornwall Police website, but only by scrolling down to the bottom and clicking on

to the link 'Victim care unit' written in a small font. Greater prominence of the VCU and the VCN needs to be given on the website, placing it within one of the illustrated boxes with a picture and heading. Once the Victim Care site is located, people are provided with a link directly to the VCU and provided with three main categories (type of crime, what help is required and from who). Under the categories a list of choices is provided, where people can tick a number of boxes to guide them to the information and specific services available. The website demonstrates the range and diversity of the agencies that have become members of the VCN and provides an outline of the services each agency provides together with the contact details. The website provides comprehensive information about the support available and a directory of local and national services. This is a key strength of the Devon and Cornwall Victim Care Model, providing information which is either not available or very difficult to find in other PCC areas.

At the Networking Day in March 2016, information was provided on a communication strategy being delivered by Devon and Cornwall Police to raise awareness of the VCU and target all communities. Advertising was being placed on buses, hoardings, at supermarkets and

on social media to promote a more positive image of victim care. Being a victim can be associated with a range of negative connotations (Wedlock and Tapley, 2016), which can deter people from disclosing, reporting and seeking help. The new campaign has focussed on the journey to recovery, rather than the trauma. VCN members were consulted on the proposed pictures to be used during the campaign, which promoted a more diverse reflection of who could become a victim, including men, BME groups, same sex couples, and people with disabilities. Members' feedback on the pictures suggested that the people looked like models, and would be better if they were in groups and doing an activity, but the pictures have yet to be updated on the website to include these suggestions.

At the Networking Day in October 2016, a website update was provided by 1010 Media Digital Consultancy which informed members of revisions that have been made to improve the functionality for users. This included the placing of specialist providers top of the list of search results; a new search results format aimed at providing clearer information and details of the service providers; and a new members network area, where members can add and edit their profiles.



6.2 Website performance

Site performance in August 2016 indicated that there had been 1372 visits, an increase of 12% and a 13.5% increase in unique users (1090) since 2015. There had been a 55.5% increase in traffic, but a 21% decrease in referral traffic. A possible explanation for this could be that people are choosing to contact the organizations

directly themselves, rather than access services through the VCU or the police, see 6.3.1 below. Analysis indicates that the gender split is 64% females and 36% males, and that in the fourth quarter in 2015, the devices used to access the website consisted of 57% desktops, 11% a tablet and 32% mobile phones. This demonstrates an increasing use of smart mobile devices to access information.

Top Pages August 2016	Top Organizations August 2016
1. Homepage	1. PDAS
2. Search results	2. Equus Solutions
3. About Victim Care	3. Devon and Torbay SARC
4. How we can help you?	4. Safer Stronger Consortium
5. Domestic violence or abuse	5. Konnect Cornwall CIC
6. How to?	6. Young Devon
7. Restorative justice	7. SEEDS

TABLE 7: WEBSITE PERFORMANCE

Analysis demonstrates that visitors to the site use an average of 14 clicks during their search. Sites with the highest number of views include domestic abuse agencies. This is not surprising given the high prevalence of domestic abuse and that increasing numbers of victims are becoming more willing to report domestic abuse and seek support a prosecution (CPS, 2016). However, whilst an increase in reporting reflects a greater confidence in the police, this report has highlighted above (4.4) concerns regarding the number of DA

victims who are being identified and referred on to appropriate support services. From the website traffic, it would appear that victims have a greater awareness of the support services available and are more willing to seek support. Appendix B illustrates the total number of referrals by Lead Agency for the period 01/07/15-31/05/16. It demonstrates a relatively high number are being made to organizations that provide support to victims of domestic abuse, but the numbers are still relatively low when compared to the number of

offences recorded on the MyVCU database (see Appendix A). The majority of referrals appear to be going to Victim Support, but the data needs to be able to capture which offences are being referred to which agency, with cases involving domestic abuse being clearly flagged. This would assist in developing a clearer understanding of the types of offences and victims that the VCN members are supporting and the levels of intervention being undertaken.

### 6.3 Findings from the VCN online survey

An online survey was initially piloted with six organizations in April 2016 and distributed to all VCN members between 16/05/17 to 01/07/16, achieving a response rate of 34%. An analysis of the survey data demonstrates an overwhelming support for belonging to the VCN, with responses highlighting the following benefits:

- *'The VCU provides a valuable service for victims across the region, a seamless referral pathway to ensure clients' needs are met'.*
- *'Belonging to the Network enables greater up-to-date knowledge of existing services and increases awareness of the services available'.*

- *'Membership has opened up new opportunities to network with other agencies and to share knowledge, understanding, experience and best practice. There is much less repetition as a result.'*

The diversity of services offered by the VCN members is comprehensive and offers significant depth and breadth, providing services to victims of a broad range of offences, from theft, burglary, fraud, criminal damage and arson, to violent crimes, including physical assaults, domestic abuse, sexual violence, stalking and harassment. Services are provided to a wide demographic across all areas of Devon and Cornwall. The electronic map demonstrates that many services are clustered in the larger towns ([www.icjs.port.ac.uk/VictimsServicesMap2016/Map/story.html](http://www.icjs.port.ac.uk/VictimsServicesMap2016/Map/story.html)), although some provide outreach and cover a wider geographical area in addition to where they are physically based.

The chart below shows the demographics of the people that members of the VCN work with. It demonstrates that services are provided across the range, including often harder to reach groups, such as male

victims and the LGBT community. It also demonstrates services specifically aimed at children, which earlier studies have identified a gap exists.

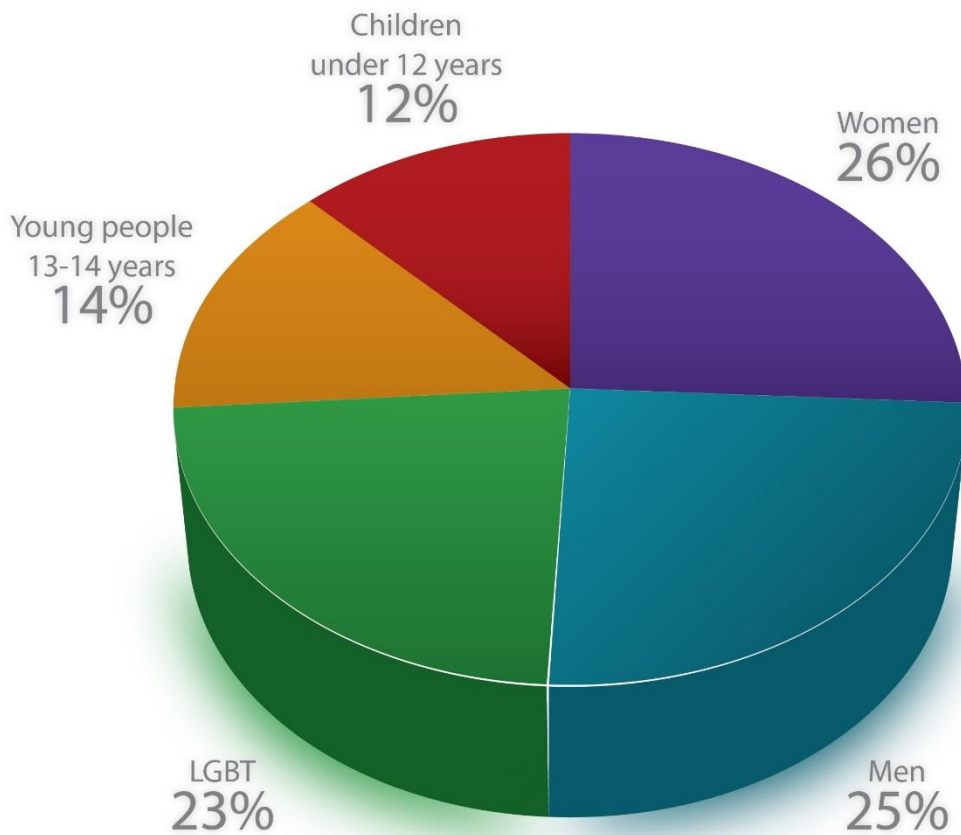


TABLE 8: DEMOGRAPHICS OF THOSE SUPPORTED BY THE VCN (ONLINE SURVEY 2016)

80% of the organizations joined the VCN at its inception and contributed to the consultation process undertaken by the

OPCC. The majority of other agencies have been members for over 12 months, and 70% of organizations use the Victim

Care logo on their websites and/or on their promotional material. 80% found the application process straight forward and whilst a few found it quite a lengthy procedure, others welcomed the level of detail required in order to gain accreditation.

Training is required to access and operate the MyVCU database and the provision of training has reportedly been mixed. This is reflected in the responses to how easy people find it to use. 70% find the MyVCU database user friendly, whilst 30% have required some additional support. It was noted from observations at the Networking Days that questions are frequently asked about issues relating to the database, including how to use the database more effectively, how to work with other members better, direct referrals to other members and the process when closing a case. At the March 2016 Networking Day it was agreed that further training would be arranged, and further updates were provided at the Networking Day in October 2016. Currently, training for new VCN members and ongoing support is provided by staff at the VCU, however, not all staff consider this arrangement to be appropriate and believe the training should be the responsibility of the company that designed the database and who provide ongoing support. Doubtless this would

have a significant cost implication, therefore, it may be better to identify specific members of VCU staff who would be willing to do this and provide them with sufficient training to undertake this role.

### *6.3.1 Impact of membership on referrals*

VCN members receive referrals from a wide range of sources, including other statutory and third sector agencies, health professionals, education, and self-referrals through helplines, websites and their own engagement work. The impact membership has had on referral numbers reveals a mixed response. On average, monthly referrals from the VCU varies between 0 to 15 across members. 40% of organizations have indicated an increase, in particular, those agencies that were new or had recently set up a dedicated project to support victims since joining the network. Analysis of the website traffic in January 2016 indicates an increase in visits, with some agencies reporting an increase in self-referrals for non-reported crime, which may indicate that whilst individuals may not wish to report the offence to the police, they are aware of the support services available to them and they have chosen to seek support directly. Of further significance, some agencies are seeing a change in the profiles of victims they are supporting, suggesting that referrals from the VCU and information on the website has enabled

harder to reach groups to access support services. This has included single males, single fathers, victims of domestic abuse and sexual violence. It has also revealed higher rates of victimisation amongst young people and people with disabilities, who are now able to access pathways to support, which has subsequently helped to identify where gaps in services exist.

*'Yes, it has become apparent about the quantity of people with learning disabilities who have been and continue to be a victim of crime.'*

*'We feel that the VCU and other providers are more aware of the needs of disabled and deaf people.'*

*'We are seeing more young people access the service than anticipated, as well as cases with higher risk.'*

*'Possibly, we have reached clients who may not have been aware of our services before.'*

64% of members indicate that referrals received are appropriate to their service, with 34% indicating that they are appropriate the majority of the time, and 2% stating they have received inappropriate referrals. It has been shown that meetings between VCU staff and the agencies helps to improve understanding of the work and services that agency provides and that referrals improve as a result of that communication. Other agencies encourage VCU staff to call to discuss cases before referrals are made to help manage victim expectations and ensure the appropriate services are offered.

*'Higher profile across the region to encourage referrals.'*

*'Referrals improved particularly after we met with the VCU team to outline the exact service we provide.'*

*'A source of referrals to help the most vulnerable.'*

*'I think the VCU team would benefit from having a site visit to the ..... to fully understand our services.'*

*'There have been a very small number of referrals we know we can offer little advice or guidance to and these are discussed either VC officer who made the referral to manage the expectations of the victim.'*

*'The VCU team know they can call me at any time to chat through any related queries and/or ask for signposting if we can't accept the referral.'*

### 6.3.2 The value of Networking Days

The above provides evidence that increased communication and information between the VCU and VCN members, including attendance at Networking Days and visits to agency sites or the VCU, helps to improve understanding of the services available, resulting in better informed and more accurate referrals, which provide better and more informed choices for victims.

Greater awareness and understanding is also promoted at Networking Days, hosted by the OPCC and held three times a year. These events provide agencies with an opportunity to meet up and share news and information of recent initiatives and services. 86% of members who have attended a Networking Day found these

days very useful, in particular, in relation to raising awareness of services, providing information and networking:

*'Yes, we learn new things every time and meeting the other organizations helps us to realize we are doing the right things and we are all going in the same direction. Great networking.'*

*'These are very useful for keeping us up to date on changes in the network, such as new members or changes to the MyVCU dashboard. The talks from other providers are very informative.'*

*'Very useful, we get to discuss further improvements to the VCU system and how victims of crime can be further supported... Also it is great for networking and we've made some really good partnerships and working relationships with other agencies, which has led to a better service for the victims...'*

*'Very useful in continuing the momentum behind the service, updating on key developments as well as meeting with colleagues.'*

*'Yes, very useful for networking and sharing information, as well as hearing about the future of the VCU and meeting the team.'*

*Responses to the value of the Networking Days were overwhelmingly positive, reflected in the comments by one respondent who described them as "uplifting":*

*'It's good sharing in each other's knowledge and experience. It's uplifting to see all the good work being done' and 'to share our values and commitment'.*

This demonstrates the important role of peer support and partnership working, particularly at a time when increasing competition for funding has had a negative effect upon partnership working, due to agencies having to compete against each other for funding. The exchange of information, the topics covered by speakers and the updates on the VCU were all found to be useful by participating agencies.

### *6.3.3 The benefits of belonging to the VCN*

The benefits of belonging to the VCN were wholly positive, in particular, regarding the improvements in sharing information and networking. One of the key purposes of the VCN was to facilitate and encourage greater partnership working. Data from the online survey found that 100% of respondents worked in partnerships with two or more other agencies, with some agencies indicating specific formal partnerships and others adopting more informal approaches. Benefits of VCN membership also highlighted the value of sharing knowledge, experience and best practices:

*'Networking and creating better referral pathways between services.'*

*'Increasing our profile...which leads to more signposting from them to us and vice versa, and being able to share skills and advance knowledge in generic organizations around LGBT+ issues. Also the VCU funding support is critical...'*

*'Huge benefits – we have made some fantastic contacts through the networking days.'*

*'We reach clients we that we might not reach otherwise.'*

*'[We] have benefited hugely from being part of the VCU network and I know from the feedback I've had that we provide a very valuable service to them that had been missing before we joined. The team are brilliant, hardworking and caring.'*

*'Sharing of knowledge and best practice, and promotion of our services via the directory.'*

*'The Network provides a valuable service for victims of crime and it helps our peer service to be stronger and recognized for the good work that it does.'*

*'Networking, partnership working, improving pathways for clients to access services.'*

*'This has been particularly helpful in identifying gaps in services, areas of need and in accessing specialist services for a spectrum of complex needs. We value the opportunity to network with partners and to*

*contribute to service development and outcomes.'*

#### *6.4 Findings from semi-structured interviews with agencies*

As part of the evaluation study, semi-structured interviews were undertaken with four support agencies. All participants commented on the quality of the VNA's and, in particular, the lack of information provided. Victims often present with complex and multiple needs, but only partial information is being provided by the VCU and the information provided is often inaccurate:

*'Never has there been a case where the needs identified is what turns up on the front door.'*

This evidence reiterates the crucial importance of accurate and detailed VNA's, and also highlights the different practices of VCU staff. Some VCU officers undertake wider preparation and background checks before making a referral, subsequently providing the agencies with more detailed information, but their ability to do this may also depend upon the level of detail provided by the police officer completing the VNA.



To ensure that information shared by the VCU with VCN members is accurate and relevant, the VCU could develop some standardized criteria to ensure practices are consistent. In particular, information regarding any risks identified that may impact on worker safety must be shared, as on three occasions people who were originally referred as victims turned out to be offenders. It was suggested that this could be on the agenda of a future Networking Day, as not all services were aware of risk assessment and risk management procedures, and what processes need to be undertaken to ensure worker safety.

Participants described the often multiple and complex needs of many victims, but stated that belonging to the VCN opened up opportunities to develop new partnerships, because they were more aware of what other services are available. This has enabled them to make referrals on to other services with confidence, as they were more aware of what could be offered. For example, through their membership of the Network, one agency working with a victim of hate crime was able to refer the client on to an agency that they knew would be able to help them to improve and secure their business premises, thereby increasing the victim's access to

appropriate services and helping them to gain the support needed.

An agency working primarily with people who choose not to report offences to the police, is still 'a big supporter of it [VCU].' Whilst they do not receive many referrals from the VCU, they do see its value as a promoter of support services. As a member of the VCN, they have assisted in its promotion and raised awareness of other organizations. This has highlighted opportunities to collaborate, but time, distance and a lack of funding remain barriers to developing these ideas any further, in addition to the fears of other agencies that 'you might be treading on our turf.' Competition for both funding and clients can lead to 'a siege mentality' and a fragmented landscape of services. In particular, some services remain concentrated in a specific area with no opportunity to expand to other areas. This creates a postcode lottery for people who may benefit from these services.

*'Some agencies do not look beyond the issue they are dealing with, for example, homelessness, drugs, alcohol, rather than identifying the cause. A more holistic approach is needed.'*

Sharing resources and expertise with other agencies could assist in addressing gaps in services across the region and create a pathway of services to address individual needs. Often the multiple complexity of a persons' needs cannot be captured and addressed through one form of intervention, but instead can be achieved through 'a process of small steps which can have a longer term impact.'

Whilst the Online Survey data indicated that 100% of respondents worked in partnership with two or more other agencies, involving both formal and informal partnerships, one participant found that in their experience some still remain "protectionist" and reluctant to engage with others, turning down opportunities to collaborate. Two participants suggested that it should be the role of the PCC to facilitate and encourage closer partnership working through the allocation of joint funding, thereby actively promoting a more efficient use of resources and the development of new services where gaps currently exist. It was felt that some agencies were particularly good at identifying gaps in service provision and in developing opportunities to fill these through partnership working, but that such practices would be encouraged further if reflected in the allocation of funding. Whilst membership of the VCN has resulted in an

increase in referrals from the VCU for some agencies, the funding provided by the PCC does not meet the additional costs of the work being undertaken, therefore, collaborating with other agencies may assist in the sharing of some practices and resources, and the possibility of freeing up resources to develop new practices.

Participants highlighted the geographical difficulties associated with the delivery of services. Some commented that a VCU based in Exeter did not enable a sufficient knowledge of services in other local areas and suggested that perhaps there should be two VCU's, one in the North and one in the South. This would have significant resource implications and it may be more cost effective to ensure that VC officers had sufficient opportunities to meet with service providers from across the region through regular visits, Networking Days and joint training. An improved understanding of what services each agency can offer to victims will also help to reduce the number of rejected cases and the need for organizations to either return these to the VCU or refer them on themselves.

The review of the Safer Stronger Consortium (Westpoint, 2016: 2) underlines 'the need for the provision of specialist and multi-faceted support

interventions for victims and their families' and highlights the breadth of expertise and multi-agency collaboration found within the model. Other agencies are in support of the PCC offering funding incentives to develop further consortiums, indicating an appetite for the development of wider communities of practice. The review of the SSC provides evidence of the strengths of this approach, including 'enhancing the quality of service.....promoting the provision of services...and identifying gaps' (Westpoint, 2016: 18). The review also acknowledged the need for transparency, to share the strategic framework and quality assurance procedures. In a mixed model of commissioning it is a requirement for agencies to demonstrate the impact of their interventions and the outcomes for their clients. To facilitate this, the Devon and Cornwall OPCC has developed a set of performance measures.

#### *6.5 Measuring outcomes – volume, intensity and complexity*

In an attempt to capture an understanding of the types of intervention provided and measurable outcomes for victims, the OPCC have put in place from April 2016 a set of performance measures. VCN members are required to record their activities on a quarterly basis. It is envisaged that this will enable services to indicate more clearly the work they are

undertaking and the intensity of the support provided. In turn, this may assist in the more effective targeting of funding.

*'I do feel there needs to be some clarity around how the engagement fees are awarded. I completely understand that it's very difficult for the VCU to do this given the huge differences in size and services offered by the network organizations.'*  
(Network member)

KPI's include the number of referrals, type of offence, volume of non-reported crimes, engagement with the network, preventative work and restorative justice promotion. The level of intervention is measured by three indicators; complexity of needs, intensity of service and non-reported activity. Intervention is measured on a scale of 1-3 (3 being the highest level). Regrettably, the data was provided too late to enable an analysis of the returns, but a brief overview indicated that not all returns were complete and some contained different levels of information, therefore, a comparison across the service providers would not be possible at the present time. One agency stated that the figures generated by the MyVCU did not match their own data. This will need to be examined further to ensure the overall accuracy of the data. Another agency was not able to provide accurate

figures for non-reported crime, as they were not always aware if a victim had reported the offence and did not record this on their system. One agency that provides services to victims of DA, recorded that from April 2015 to March 2016, they had received 290 referrals from the MARAC, 233 referrals to their Children and young person's support service and 64 referrals to their Perpetrator Programme. This provides further evidence of the number of cases involving domestic abuse which do not appear to have been flagged up on the VCU database.

Evident from the current evaluation, is that the role of PCC's is pivotal in encouraging the development of collaborative partnerships and innovative practices through the allocation of funding. If there is a duplication of services (for example, a helpline), the agencies involved could be encouraged to work together to provide one helpline. If the two services are combined, the hours that the helpline is available could be extended and the availability of the service to victims improved.

## 7. THE VICTIMS' PERSPECTIVE

To ensure that the victim care model is achieving its objectives to create client-led services and to enable people to make informed choices about the type of services they require, it is essential to gain the perspectives of those people to whom the services are targeted. The needs assessment undertaken by the Devon and Cornwall OPCC (2014) investigated the needs of victims in the area and it found that what victims wanted most was information. These findings replicate what earlier research has consistently found during the last thirty years (Wedlock and Tapley, 2016) and similar issues were raised by members of the VCN in the interviews. One participant reiterated that victims do not have, and should not be assumed to have, knowledge of the CJS:

*“They are not being kept updated with the progress of their case and they are left having to chase for information. Professionals will sometimes speak to each other, but not the client.”*

Fundamentally, victims want:

- information about the CJS, if they have reported it to the police;
- information about the support services available and what these services can do for them.
- accurate and timely updates about the progress of their case.

To monitor the success of the VCU in achieving its objectives it is important to have in place effective mechanisms to measure victim satisfaction. Initially during the evaluation there was some confusion as to how victim satisfaction was being monitored by the VCU. A Feedback Survey with a Devon and Cornwall Police heading was located, which asked questions about victims' experiences of the police response, and questions 11-16 asked about their experiences of the VCU. The responses to this feedback survey would have been very useful for the VCU evaluation, however, when enquiries were made, very little appeared to be known about the survey. It transpired that the survey was being sent to people after reporting an offence and following contact with the VCU, but very few were returned and only three completed hard copies could be found. The need to improve feedback processes has been acknowledged by the force performance

manager and a review is currently being undertaken.

The best current indicator of victim satisfaction with the VCU is through the Victim Outcome Survey, which VCN members ask people to complete following the provision of their support services. This is an attempt to measure and capture the outcome of interventions to determine whether victims have been helped to 'cope and recover', and is managed and monitored by the OPCC.

### *7.1 Findings from the Victim Outcome Survey*

The Victim Outcome Survey is designed and administered by the OPCC. Questions 1 – 3 refer to the VCU and Questions 3, 4 and 7 refer to the support provided and their overall satisfaction.

From the data provided in the form of an excel sheet, tables have been collated which summarise the findings (see Appendix C). Question 1 demonstrates that the overwhelming majority of respondents (N = 87) found the service provided by the VCU to be Excellent (27) and Good (36). Question 2 (N = 86) indicates that just under half (41) fully understood how the

organization they were referred to may be able to help them, whilst 25 only partially understood and 9 did not, although Question 3 indicates that 45 felt they had been referred to the correct organization, while 3 did not know. 53 felt that the organization had 'helped a lot' while 21 felt it has 'helped a little'. Overall satisfaction indicates that 25 people were completely satisfied and 24 very satisfied.

There are some limitations with the Victim Outcome Survey, in particular, the scales used. It is difficult to know what is being measured when someone is being asked whether they understood something 'fully' or 'partially', or whether something 'helped a lot', 'helped a little', 'neither helped or not helped' or 'not helped'. Of particular significance are the number of respondents who gave a nil response to the questions, in particular, questions 3 and 7, which had very high nil responses, 30 and 31 respectively. It is not clear whether people chose not to respond because they did not understand the question or were just unsure. It would be beneficial to review the methodology to ensure that what is being measured is clear and to provide more meaningful data regarding levels of satisfaction.

The qualitative text provided greater evidence of what people found helpful and reasons for dissatisfaction:

*“It is very good to have support from someone who is able to listen to you and to understand the worry, sometimes with a situation like this but it makes a difference to know someone is there to help you.”*

*“VCU were very good. I felt very upset after I saw the police officer after my attack as she made it feel like it was my fault and that I was ruining my ex-partner’s life...”*

*“We found out more from the internet than the advisor.”*

*“Xxxx sorted it out, she was fantastic.”*

*“Having regular contact with Xxxx was comforting...”*

*“I didn’t need to be referred to any other agency. Xxxx has helped and supported us through our ordeal.”*

*“Sometimes it was frustrating as I felt that police information was not being given to the VCU.”*

*“Good to get it off my chest, which is what I needed. Felt I could ask for other help, but didn’t need any.”*

*“VCU very friendly, made me feel instantly comfortable and at ease.”*

*“Service was very helpful, I didn’t know where to go and the service and support I received has made me stronger.”*

Many respondents spoke of how helpful it was to have someone to talk to and to listen to them. They were also made aware of the services available and that they could access these at any time. Many said they found that the service improved the way they felt, more confident, stronger and supported. Those victims who were most dissatisfied were those who felt they were not being kept updated or informed about the case, which is the role of the police. Some people had expectations that they would be helped with housing problems, and although they were referred to the appropriate agencies, they were

disappointed if the housing issue was not resolved. This demonstrates that some victims have multiple and complex needs that the VCU and VCN may not be able to assist with and that it is important to manage victim expectations.

The qualitative text illustrates the importance of having someone to talk to, to ask questions and to be listened to. It also demonstrates how VCU officers are able to help some people through their initial contact, or identify their needs and refer them on to an appropriate agency, acting as an effective triage. It is also important to note that a number of victims build a rapport with a VCU officer and prefer to contact them again in the future if they need information or advice. It is important to be able to record how often this occurs, as the VCU is essentially acting as a single point of contact in these cases, which is not its role, but demonstrates victims' needs for up to date information.

### *7.2 Findings from the victim focus groups and interviews*

Three focus groups were undertaken for the purpose of the evaluation, in Plymouth, Exeter and Truro, involving a total of 18 people. Two semi-structured interviews

were undertaken and a further six telephone interviews.

Although not purposely planned, participants in Plymouth had all been victims of stalking and harassment. Their experiences of reporting the offences to the police revealed an inconsistent response, with some officers providing information about the criminal justice process and the services available, while others were perceived as less than sympathetic and indicated a failure to fully comply with current policies and legislation.

Participant 1 (**P1**), a young female in her late teens when the harassment from her ex-boyfriend (**B**) started in 2015, found that every time she contacted the police, she had to repeat what had been happening over and over again, as no records or intelligence had been kept by the police of the previous incidents:

*'They seemed to treat it like just another day at work... it was routine to them, but not to me.'*

**B** had been abusive during their relationship, which is why the relationship



ended, but there was no evidence that a risk assessment had been undertaken following the reports of repeated harassment, although other high-risk indicators were present. When **B** started following her to college, officers suggested that she change the days she went to college, but this was neither helpful nor practical advice. A male officer visited her home to take a statement, but this was done in the presence of her brother, so she did not feel she could disclose the details of the abuse she had suffered from **B**. Being young and female, and given the sensitive nature of the offences, **P1** would have preferred to have been interviewed by a female officer, but did not feel sufficiently confident to voice this request; and for the interview to have taken place somewhere more private than in the family home, or at least for the officer to have asked her brother to leave the room:

*'If I'd felt more comfortable I would have disclosed more, I think they need to be more thoughtful.'*

No arrests were made and the officers did not provide any information about support services. No contact was made by the VCU as it was not operating at the time, but fortunately **P1** was offered counselling support by her college and through this

gained further support from a young people's service in Plymouth, but this was over a year later. **P1** would have appreciated being offered support earlier, as it may have prevented the interruption of her college studies and helped her to address sooner some of the other difficulties she had been experiencing. **B** went on to commit a serious violent offence against two other people and at the time of the focus group was remanded in custody awaiting trial. However, the police did not contact **P1** to advise her of this, but instead her boyfriend read about it in the local newspaper.

The case above shows the experience of **P1** before the introduction of the VCU. For **P2**, who was being harassed by an ex-boyfriend (not an intimate relationship), the initial response from the police was unhelpful. When phoning to report that he was continuing to remain outside the nearby flat of a friend, the call handler advised her to go out and check if he was still there. The harassment continued and action was eventually taken; the case went to court and a Restraining Order was imposed. **P2** felt the response from officers was mixed. One officer was very understanding, but others were not so empathetic. **P2** felt that she was only kept up to date because she kept asking a lot of questions and believed that she would not

have been given as much information if she had not asked. Although **P2** was contacted by the VCU, it was a female police officer that persuaded her to talk to someone and seek support. She did access counselling support, which included support when she went to court, but she accepted a Restraining Order and did not need to give evidence.

**P3** met the perpetrator (**C**) briefly through a relative, and the harassment started in the form of letters and emails, and then later threats of violence and grabbing her by the throat. The offences started in 2015, but **C** was not arrested until April 2016, and **P3** was subsequently contacted by the VCU. **P3** advised that she had to keep chasing for information and only found out retrospectively that a Restraining Order had been made. However, the Restraining Order has been continually breached, because the offender lives locally and knows where she goes, but the response of officers has been to advise her to change her routine. Whilst support from the police has been inconsistent, **P3** has been receiving on-going support from a member of the VCN, but in order for the harassment to stop, a more rigorous approach from the criminal justice system is deemed necessary. So far the perpetrator has only received a £100 fine and served twenty-two weeks in custody, and despite the apparent

ineffectiveness of Restraining Order (**C** has been making contact with her children) the Order has been extended until August 2019.

Participants felt that the police needed to take cases of harassment and stalking more seriously and to be more pro-active. Of serious concern is that officers appear to be asking victims to change their behaviour, rather than dealing appropriately with the perpetrator. **P1** was told to change the days she went to college and **P3** was told to change her routine and the places she visits. This sends out the wrong message to victims and is not in accordance with current legislation. Devon and Cornwall police need to review their practices regarding stalking and harassment and how they protect victims. None of the participants were given information about the Victim's Code of Practice, so were unaware of their enhanced entitlements.

In Hampshire, an Independent Stalking Advocacy Service was established in 2013 following the change in the law in 2012. The service is operated by Aurora New Dawn, a local domestic abuse, sexual violence and stalking charity. The Hampshire Stalking Clinic is a multi-agency forum that meets once a month to discuss the four

stalking cases in the county that raise the highest level of concern. The clinic is made up of two senior police officers, the three police single points of contact (SPOC) for stalking across Hampshire, two probation officers, a forensic psychiatrist, a forensic psychologist, a CPS lawyer and Aurora's independent stalking advocate (ISAC). The clinic's focus is to assess the risk presented by the stalker, offer advice to involved professionals and offer support to those experiencing stalking. The Stalking Clinic assists in raising awareness among professionals regarding the nature and risks associated with stalking and harassment, resulting in a more informed response to victims and providing greater protection and support. This is an excellent example of multi-agency collaboration and other constabularies are now starting to adopt a similar model, including Dorset and Wiltshire. In November 2016, Hampshire Constabulary hosted a Stalking and Harassment Conference to disseminate information about the Clinic and share good practice. A joint inspection by HMIC and HMCPSI focusing on Stalking and Harassment is also due to be undertaken in 2017.

Participants in the Focus Groups in Exeter and Truro had experienced a wider range of crimes, from domestic abuse, harassment, fraud, anti-social behaviour,

criminal damage and theft. The diversity of offences highlighted an apparent disparity in police responses, which the participants themselves were surprised to hear. Two victims had mobility vehicles stolen and damaged outside their home and felt they had received a comprehensive service, including updates and a referral for support:

*'We were surprised how seriously they took it and impressed by how thoroughly they looked into it.'* (P4)

P5 suffered extensive damage to their garden and was advised to call 101. Once they had managed to get through, it was arranged for someone to visit a few days later. Following the visit, *'They phoned to see how I was and seemed helpful and interested. And they provided a fake camera.'* A referral was made to a support service that phoned twice a week for a while, and a Police Community Support Officer also visited. P5 found the interaction with the PCSO very positive, although the impact of the crime has still left them feeling wary and uncomfortable.

P6 has been suffering long-term, on-going anti-social behaviour from a neighbour,

including threatening behaviour and criminal damage. This has been having an enormous impact on her quality of life and that of her family, but it has taken a very long time before any action has been taken because the family causing the problems are deemed vulnerable because of the young children involved, although the case is now finally going to court. **P6** has received contact from the VCU, who have been very sympathetic, but there has been very little that they can do. However, further information should have been provided, as **P6** had not been advised of the Victim's Code of Practice and was not aware of her entitlement to make a Victim Personal Statement and to have it read out in court.

**P7** has been experiencing abuse from her ex-husband (**D**) and the father to her two children for over seven years. Despite hearings in both the civil and criminal courts, the abuse continues and a further court hearing was due the week after the Focus Group. From the perspective of **P7**, she feels that everyone is 'appeasing him', from the support he has received from his employer (**D** works for the military), to the failure by the agencies involved to communicate effectively with each other and share information. **P7** advises that information between the civil and criminal courts is not shared and the police have not logged or recorded incidents correctly,

creating confusion as to which Orders supersede each other, whilst others cannot be located on the system. As a consequence, the CPS do not appear to have the relevant information regarding the history of the abuse and the wider context. Having been assessed as 'high risk', **P7** has been receiving support from an Independent Domestic Violence Advisor (IDVA) for over four years and a women's support worker. Whilst **P7** has had ongoing contact with a range of agencies and received support, the issue remains the failure of the system to deal appropriately with the perpetrator, meaning that she has 'a daily job' ensuring that she and her children are safe. Although under the Victim's Code of Practice, **P7** comes under all three categories, she has only recently been informed of the Code and her entitlements.

Two participants had experienced fraud and in both cases it had taken some time before an investigation was undertaken, which both participants have found stressful and time consuming. **P8**'s case occurred before the revised Code in 2015 and the introduction of the VCU, but she should still have been provided with information about the CJS and the support services available. **P8** is not being kept updated and finds it very difficult to contact the OIC. When the OIC is not on duty, no

one else is able to give her any information. **P8** is not currently receiving any support, but would like information about what support is available, therefore, a request has been made for the VCU to get in touch with her.

For **P9**, although it was initially difficult to speak to the right person within police, once the case finally started to be investigated, she was able to contact the OIC and was contacted by the VCU, although '*they were limited in the support that could be provided.*' In addition, **P9** did not feel she was provided with sufficient information regarding the criminal justice process and was not satisfied with the final outcome. Because the perpetrator returned the money that had been stolen, the matter was dealt with by way of a Caution for a charge of Theft, rather than Fraud by Abuse of a Position of Trust. **P9** did not think this would act to deter the perpetrator offending again in the future and felt it did not reflect the seriousness of the offence.

**P10** had been concerned about the behaviour of a neighbour (**E**) who had been exposing himself. This was of particular concern because **P10** lived in a communal block of flats with communal gardens and facilities, with her young children, her eldest who had an additional medical

condition that made him vulnerable. It appears that it took some time for her concerns to be taken seriously by the police. At first she called 101 and the matter was responded to by a PCSO. On the advice of the police, **P10** had a camera installed, but this caused some tension with neighbours, resulting in damage to her car, although they had also witnessed the behaviour of **D**. Of some concern is the advice of the police to **P10** when she was suffering some problems with the neighbours, as they suggested 'she needs to move'. Although her flat was rented, **P10** had spent some money on her home and her landlord had been fully supportive of her and the use of a camera. Again, there appears to be evidence that police are putting responsibility upon victims to change their behaviour when faced with anti-social behaviour and harassment, rather responding to the cause.

Eventually the police spoke to **D** and **P10** received a letter from the VCU (indicating that the responding officer had recorded 'no needs' on the VNA), even though **P10** was concerned for her children and would have liked some support. **P10** contacted the VCU by the number provided on the letter and someone called her back. However, her support needs do not appear to have been identified, as she was advised that she needed to contact the police

regarding some of the concerns, although she would also have liked some additional support, but this was not offered straight away and **P10** advises that she had to *'chase for this.'*

In particular, **P10** wanted support for her eldest child who had witnessed **D's** behaviour. After another witness came forward, another police officer took a statement, who **P10** described as 'pretty amazing', and an Achieving Best Evidence (ABE) interview was undertaken with her eldest child. Once **D** had been arrested and charged, **P10** found the police more helpful and they she advised that they kept her updated 'to a point.' **P10** received a letter from the Witness Care Unit, but no number was provided or a contact name. She then received a letter advising her of a court date and that they would be required as witnesses and a meeting was arranged to organise the special measures required. **P10** did not require special measures for herself, but they were put in place for her son. **P10** had made a VPS, and whilst she had been given an opportunity to update it, she had not been told of her entitlement to have it read out in court. Due to the on-going stress caused by the situation, **P10** visited her GP, but was only provided with a list of phone numbers. However, the VCU and WCU have since put in place additional support from a VCN member, which

includes six counselling sessions, but it is not clear why a referral to an appropriate support service was not made earlier in the process. In this case, a more detailed VNA at the beginning may have helped to highlight some of the key issues, in particular, the vulnerability of **P10's** son, and a call from the VCU sooner may have enabled the relevant support to have been put in place, but it remains unclear why the needs of **P10** were not picked up when she called the VCU after receiving their letter.

### *7.3 Emerging themes*

Evidence from the data collected indicates that victims' perspectives of the initial police response are mixed and that a greater consistency is required. It is apparent that a more victim-centred approach is required in order to adequately assess the needs of the victim and to assist in the early identification of victims who are entitled to receive enhanced services under the Code. In particular, a detailed VNA needs to be completed so that the VCU can go on to determine with the victim what support services are the most appropriate. Responding officers need to ensure that victims are given an opportunity to make a VPS and provided with information about the criminal justice process, including the Victim's Code of Practice.

Of some concern, raised by a number of the participants, is a tendency for police officers to suggest that victims change their behaviour in order to avoid further victimisation, rather than dealing with the offending behaviour. Whilst it is correct to offer victims advice regarding crime prevention, this should not be in place of taking action against the perpetrator. This evaluation has found victims being advised not to park their cars outside their own homes, to change their routine and the places they go to (including the launderette), to change the days they attend college, and suggestions that they move from their homes. These messages do not inspire confidence in the victims that their experiences of victimisation are being taken seriously and that the police are there to assist and protect them. Some have expressed views that the system seems to appease the offenders and not respond to the concerns and needs of victims. Analysis of the British Survey Crime (2001) and more recently the Crime Survey for England and Wales (2015: 1) continues to demonstrate that:

‘Adults who had been victims of crime or witnessed certain types of crime were less likely to have confidence in the CJS than those who had not.’

This finding has been consistent throughout the last fifteen years despite a plethora of victim-centred reforms being introduced. Policies and legislation need to be implemented as intended, in particular, the early identification of vulnerable and intimidated victims and for the necessary risk assessments to be undertaken and the relevant information shared with other agencies. All victims must also be informed of their entitlements under the Code and the support services available. In particular, officers allocated to the case need to keep victims updated about the progress of their case, by the agreed method of contact, at key times and, when there is no information to be provided, to update victims at the regular intervals previously agreed. At the current time, victims are contacting 101 or the VCU to get information about the progress of their case, which causes them anxiety and inconvenience, and is an inefficient use of police resources.

#### *7.4. The impact of the victim care model – case studies*

An examination of some of the case studies provided by VCN members and the correspondence between VCU advocates/officers, and the people they have been supporting, can only provide a small snapshot of the diversity, complexity and multiple needs that the VCU responds to and refers on to the VCN members. The

data reveals a wide range of offences, from burglary and personal violence to hate crimes targeting vulnerable people, and highlights how different each person's experience is and the individual support they require. Letters have been sent by people praising the level of services received; from the VCU officers who have helped over the phone, and VCU advocates who have visited them, capturing their appreciation that someone has shown concern and offered support when it has been needed. Sometimes the needs identified require specific social care interventions, but because these have not been identified, the matters have come to the attention of the police. Contact between the VCU and Social Care have helped to identify and resolve the issues that had required police officers to repeatedly attend the address.

The data also indicates the co-operation between the VCU and VCN members and how this assists in the co-ordination of services, which can often be challenging and time-consuming, especially when people are vulnerable and a number of statutory and third sector agencies need to be involved. The range of services illustrates the complex needs of some individuals, including counselling, health, housing, education, mental health services and the input from a range of criminal

justice professionals and specialist support services. The combined output of all of these efforts cannot always be measured, as the human and personal input is not always tangible, but evidence from the range of data used in this evaluation has helped to identify the strengths of the victim care model introduced, the challenges presented, and how these can be resolved to assist in the further development and improvement of the model.



## 8. CONCLUSION

The design and implementation of a new victim care model has presented difficulties and challenges, but these have been embraced by key stakeholders whose commitment, enthusiasm and determination has assisted in the development of two mechanisms essential to the model; the VCU and the VCN. Described as a 'bold, but necessary move', Devon and Cornwall PCC have developed in partnership with Devon and Cornwall Constabulary an innovative approach to victim care. The model facilitates the provision of timely and appropriate information and advice, enabling victims to make an informed choice from a network of providers, offering a range of generic and specialised support services. The model is delivered by a dedicated and experienced team whose focus is the wellbeing of victims of crime. As a consequence, feedback from victims demonstrates high levels of satisfaction with the service provided.

Further work is required to ensure that the needs of all victims are met, in particular, the provision of timely and accurate information regarding the progress of their case and protection from further harm. The need to be kept informed and updated remains a major cause of dissatisfaction for victims of crime and can hinder a victim's

ability to cope and recover (Wedlock and Tapley, 2016: 13). Not knowing what is happening can increase feelings of anxiety and reduce feelings of safety. These factors can impact on a victim's motivation to remain engaged with the criminal justice process and if left feeling unsupported and unprotected, they may choose to withdraw their co-operation. The criminal justice process expects a lot from people when they are at their most vulnerable and it is essential that this is recognised by all professionals who work across the criminal justice sector. In return for their co-operation, all victims of crime must be informed of their entitlements, kept updated and valued for their participation in a process that relies upon their courage and good will.

The quality of service that victims receive from criminal justice professionals and associated agencies often has a greater impact upon their overall satisfaction and wellbeing than the final outcome of their case. Perceptions of fair treatment, including knowledge of and access to entitlements, increases victims' perceptions of legitimacy and aids compliance. While there remains no one single agency with overall responsibility for victims, the responsibilities placed upon the PCC's to commission services in accordance with the EU Directive has

created an opportunity to develop and coordinate a range of support services to meet the needs of all victims in their area.

There is evidence that the model of victim care introduced in Devon and Cornwall is making a significant contribution to improving the quality of services being provided to victims of crime. An evaluation of the progress made since being established in April 2015, indicates high levels of victim satisfaction for those who have reported the offence and received additional support from appropriate services. This remains work in progress and provides further opportunities for all agencies to work in collaborative partnerships to promote the sharing of knowledge, experience and best practice. Whilst this may create challenges, it also presents significant opportunities that have the potential to improve substantially the experiences of victims of crime and their ability to regain a sense of autonomy and greater well-being.

### 8.1 *Strengths of the model*

- The role of the VCU is fundamental in the Constabulary's ability to comply with its responsibilities under the Victim's Code of Practice, by ensuring that all victims are informed of the

relevant support services available, and that those identified as victims of serious crime, repeat victims and vulnerable victims are provided with targeted support.

- Contact by the VCU within two days of reporting the offence provides victims with an opportunity to gain information and ask further questions. This initial contact with the VCU may be sufficient to meet the needs of the victim and no further support may be necessary. Alternative actions may include a request being made for the officer in the case (OIC) to contact and update the victim, and/or a referral on to an appropriate service provider so that the relevant support can be provided.
- Everyone's experience of victimisation is very unique, depending upon a number of factors and personal circumstances that may impact upon a person's ability to cope and recover. As a consequence, people may require support at different times during their recovery and their needs may change over time. A pro-active approach following the reporting of a crime ensures that people are provided with information about the support services available, so that they are able to make an informed choice as to when and how they access these. This places the victim at the

- centre and the choices made are victim led.
- The development of the VCN has actively contributed to the promotion of an integrated mixed model approach to commissioning. It has raised awareness among service providers as to the diverse range of core and specialist services that currently exist and helps to highlight where gaps in services remain. Membership of the VCN creates an environment where services can be delivered through partnerships, facilitated by co-operation and collaboration. This remains work in progress and there are further opportunities to encourage and co-ordinate closer collaboration between the police, the VCU and VCN members. In particular, this relates to vulnerable victims of serious crime, including domestic abuse, sexual violence, child sexual exploitation and human trafficking.
  - Information about the support services available are publicised online and within the wider community. The PCC website promotes Victim Information and a Victim Services Directory on its homepage. The Victim Care site provides a filter where people can find information about the relevant services based upon the type of crime, what they would like help with and who they would like help from.
  - Mechanisms have been introduced to encourage victims who have not reported an offence to seek support through a helpline or an online link via email, and advertising campaigns have been undertaken to raise public awareness. Proposed changes to the VCU database will also allow the number of unreported crimes being dealt with by service providers to be recorded. This will help to provide a clearer picture of local needs.
  - The methods used to measure victims' experiences of the VCU indicate high levels of victim satisfaction. Many respondents spoke of how helpful it was to have someone to talk to and to be listened to. They felt informed about the services available and were aware that they could access these at any time. Many said they found that the service improved their wellbeing, in particular, they felt stronger, supported and more confident.
  - Victims who expressed most dissatisfaction were those who felt they were not being kept updated or informed about the case, which remains the responsibility of the police.
  - In addition to the reported offence, some people have multiple and complex needs that increase their vulnerability. Whilst the VCU and VCN do their best to provide support, or

refer people on to more appropriate agencies or statutory bodies, it may not always be possible to resolve all the issues, therefore, it is important to manage victim expectations with sensitivity.

- The qualitative victim feedback illustrates the importance of having someone to talk to, to ask questions and to be listened to. It also demonstrates how VCU officers act as an effective triage; providing sufficient support during the initial contact, or identifying needs and referring on to an appropriate agency. This filtering process avoids a blanket approach aimed at all victims of crime and enables the efficient targeting of support where it is most needed. Some victims may build a rapport with a particular VCU officer and prefer to contact them again if they need further information or advice. It is important to monitor this activity, as the VCU is essentially acting as a single point of contact, which although not its remit, demonstrates victims' needs for up to date information.

## *8.2 Further improvements and recommendations*

- Although the VCU is located within Devon and Cornwall Constabulary,

the force needs to demonstrate greater ownership of the initiative. To raise public awareness of the priority given to victim care and the services available, greater prominence should be given to the VCU on the force website. It should be given the same priority as nine other services on the homepage, illustrated with a title and a picture and a link to further information ([www.devon-cornwall.police.uk](http://www.devon-cornwall.police.uk)). At the present time, information and support for victims is at the very bottom of the homepage, listed as the last item under 'Support links' in small print.

- The report acknowledges the difficulties presented by the geography of Devon, Cornwall and IOS, and the challenges this presents to all organizations, including the police, the OPCC and support organizations. Differences in culture can create barriers not only between organizations, but also between regions within the same organization, such as the police. Further education and training is required to ensure all areas are made aware of the benefits of the victim care model and encouraged to work collaboratively.
- Views were expressed within the force regarding the location of the VCU in Exeter. This leads to perceptions that the VCU is remote and belongs to HQ,

rather than encouraging local ownership and acknowledging the benefits of the VCU to them. Whilst it would not be an efficient use of resources to create more than one VCU, further work is being undertaken to improve police officer's knowledge and understanding of the role of the VCU. This should help to demonstrate how the VCU assists officers' across the whole region to comply with their responsibilities under the Victim's Code of Practice, and how providing victims of crime with timely and appropriate support services, not only assists with the well-being of victims, but may also increase their motivation to remain engaged with the criminal justice process.

- Equally, members of the VCN commented on the location of the VCU. They felt that VC officers based in Exeter did not always have sufficient local knowledge of other areas within the wider region. There were concerns that this may impact upon the referrals being made and the possibility that smaller services were not receiving sufficient referrals. Whilst no obvious bias was detected in the referral process, it may be that VC officers may unintentionally make referrals to those agencies they have greatest knowledge of and contact with. However, this is not determined

by region as evidence was found of referrals being made across the area where appropriate services exist. Whilst regular Networking Days provide opportunities for some VC officers to meet and interact with service providers, greater awareness of local services across the region could be improved further through on-going training for VC officers. This could include more interaction with service providers through site visits and joint training events. This would assist in developing VC officers' knowledge and understanding of the range of support services available and what they can offer, which may help to reduce the number of cases that are rejected and require referral on to another service.

- Evidence from the data collected indicates that victims' perspectives of the initial police response are mixed and that a greater consistency is required. It is apparent that a more victim-centred approach is required in order to adequately assess the needs of the victim and to assist in the early identification of victims who are entitled to receive enhanced services under the Code. In particular, a detailed VNA needs to be completed so that the VCU can go on to determine with the victim what support services are the most appropriate.

Devon and Cornwall Constabulary need to make victims of crime a greater priority.

- The early identification of vulnerability and risk of further harm is central to providing victims of crime with protection and appropriate support services. There is a need to improve compliance rates in relation to the completion of VNA's and to improve the quality of information they contain. A review of the VNA has recently been undertaken and following consultation with the police, the template has been revised. There are now plans to re-launch the VNA and for further training to assist police officers to develop a greater understanding of the purpose of the VNA, and its central function in ensuring victims' needs are identified early and met by the targeting of specific services. Monitoring the performance of the revised VNA will need to be undertaken to identify where further training is required.
- Processes and procedures within the VCU need to be formalised in order to ensure best practices are shared and implemented consistently by all staff. This includes the level of detail passed on to VCN members when referrals are made, with particular attention being given to appropriate risk assessment and management procedures. This can be achieved through the development of a staff induction programme and regular training events involving partner agencies.
- A mechanism for measuring the breadth of work being undertaken by the VCU needs to be formalised in order to provide an evidence base of the added value provided by the VCU. Performance data aimed at analysing the UNIFI prefixes is due to be undertaken when resources allow and a further addition to MyVCU as a case management system for VCU staff is currently being developed. This will enable a greater understanding of the range of tasks being performed by VCU staff and the overall contribution of the VCU to improving victims' experiences.
- A clearer and more coherent mechanism for capturing victim feedback on their contact with the VCU and the subsequent support provided needs to be developed. The methodology needs to capture timely and meaningful data in order to evaluate victims' experiences and identify where further improvements can be made.
- The victim feedback obtained needs to be used to inform and improve both police and VCU policies and procedures. In particular, it needs to

be disseminated to staff in order to ensure best practices are shared and areas where further improvements are required can be identified and the appropriate action taken.

- Those victims who were most dissatisfied were those who felt they were not being kept updated or informed about the case, which is the role of the police. Some people had expectations that they would be helped with housing problems, and although they were referred to the appropriate agencies, they were disappointed if the housing issue was not resolved. This demonstrates that some victims have multiple and complex needs that the VCU and VCN may not be able to assist with and that it is important to manage victim expectations.
- Greater collaboration is required between specialist officers, the VCU and VCN members. There do not appear to be clear and specific referral processes for vulnerable and high risk victims, resulting in some victims not receiving the relevant and appropriate support. Closer collaboration between

specialist officers, the VCU and VCN members would help to ensure that victims are receiving on-going support from the relevant specialist agencies, thereby enabling officers to focus on the investigation and keep victims informed and updated with the progress of their case. This relates in particular to offences of domestic abuse, sexual violence, and stalking and harassment.

- The role of the OPCC as the commissioner of services is pivotal in encouraging the development of collaborative partnerships between VCN members. This is currently facilitated by the organization of Networking Days where there are opportunities to meet and raise awareness of services, identify gaps in provision and undertake joint training. It could be developed further by offering funding incentives to encourage closer partnerships to enable the sharing of resources, knowledge, experience and best practice in order to improve the effective delivery of services.

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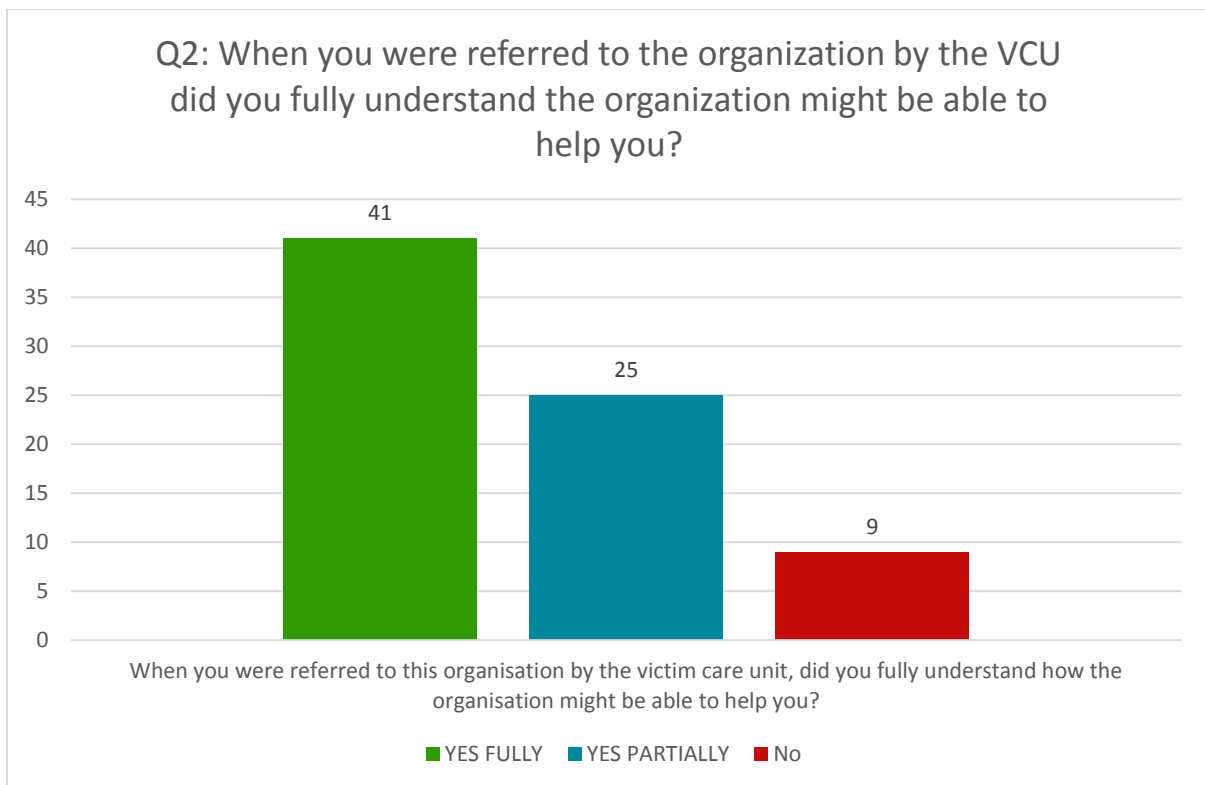
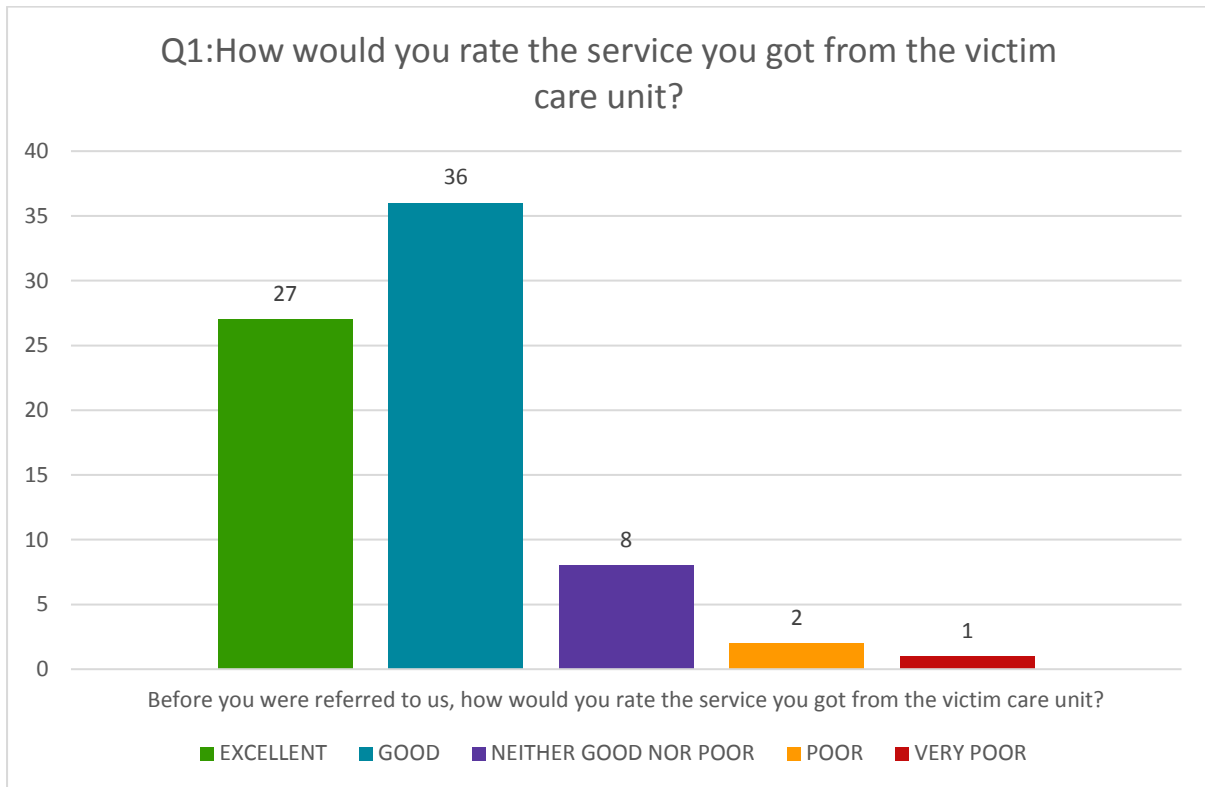
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Offence Type	Male	Female	Not stated	Total Case Count
Arson and criminal damage	44	76		120
Bereavement		2		2
Burglary	30	41		71
Fraud	21	16		37
Miscellaneous crimes against society		1		1
Other	106	223	1	330
Possession of weapons/firearms		1		1
Public Order	19	34		53
Robbery	9	11		20
Sexual Offences	6	106	1	113
Theft	31	56		87
Vehicle offences	1	2		3
Violence Against the Person	198	306	1	505

## Appendix B – Total VCU Referrals by Lead Agency 01/07/15 to 31/05/16

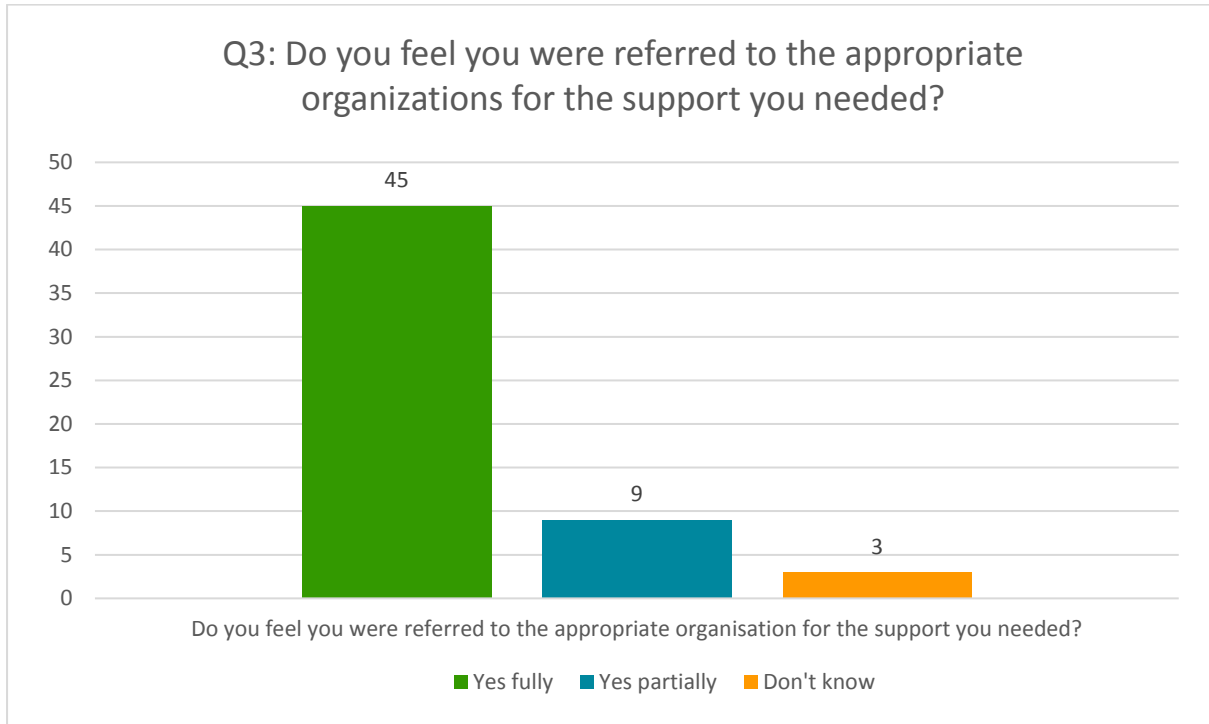
Agency name	Total cases	Total rejected
Victim Support	330	6
Safer Stronger Consortium	119	2
Young Devon	95	1
Citizens Advice Bureau (Devon)	90	1
Routeways Centre Limited	59	2
Citizens Advice Bureau (Cornwall)	57	1
Devon Domestic Abuse Support Service (SPLITZ)	56	5
Sanctuary Supported Living	53	2
The Zone (Plymouth)	36	0
Twelves Company	37	1
Citizens Advice Bureau (Plymouth)	30	7
Devon Rape Crisis and Sexual Abuse Services	25	2
Hollywell Housing Trust	24	3
Women's Rape and Sexual Abuse Centre (WRASAC)	20	1
Cruse Bereavement Care (Devon)	18	0
Plymouth and Devon Racial Equality Council	18	0
AGE UK Devon	16	0
Devon and Cornwall Business Council	17	1
Cornwall People First	13	1
Intercom Trust	12	2
Living Options Devon	10	0
Devon Family Resource	10	1
Ubuntu Counselling	10	1
Balloons (Devon)	8	0
AGE UK Cornwall and Isles of Scilly	8	1
Clear	7	0
Headway Devon	7	0
Pete's Dragons	7	1
AGE UK Plymouth	7	2
Devon People First	6	1
North Devon Against Domestic Abuse (NDADA)	5	0
Rise and Integration Service	5	0
Skoodhya	5	0
Victim Care Unit (Exeter)	5	0
Equus Solutions	4	0
Cruse Bereavement Care (Cornwall)	3	0
Mind – Plymouth and District	3	0
St Loyes Foundation	3	0
Stop Abuse For Everyone (SAFE)	4	1
AGE UK Exeter	2	0
AGE UK Mid Devon	3	1
AGE UK Torbay	2	0
Mind – Exeter and East Devon	5	3
North Devon Sunrise	2	0
Stop Hate UK	2	0
Devon and Cornwall Housing (Cornwall)	2	1
British Red Cross	0	1
Cornwall Rape and Sexual Abuse Centre (CRASAC)	2	3
<b>Total</b>	<b>1262</b>	<b>55</b>

(Data correct 01/08/2016)



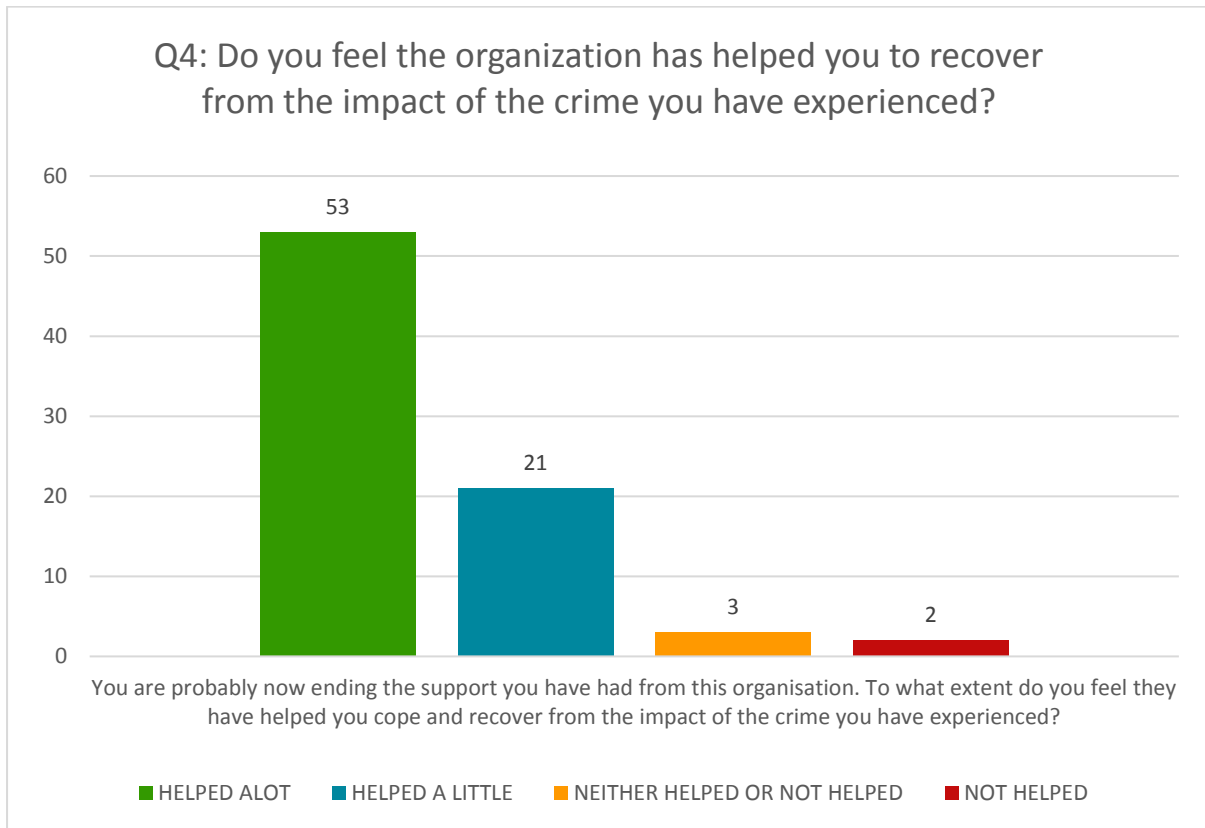
**Page 107**  
**Appendix C - Results Outcome Survey for Victims of Crime**

(Data correct 01/08/2016)



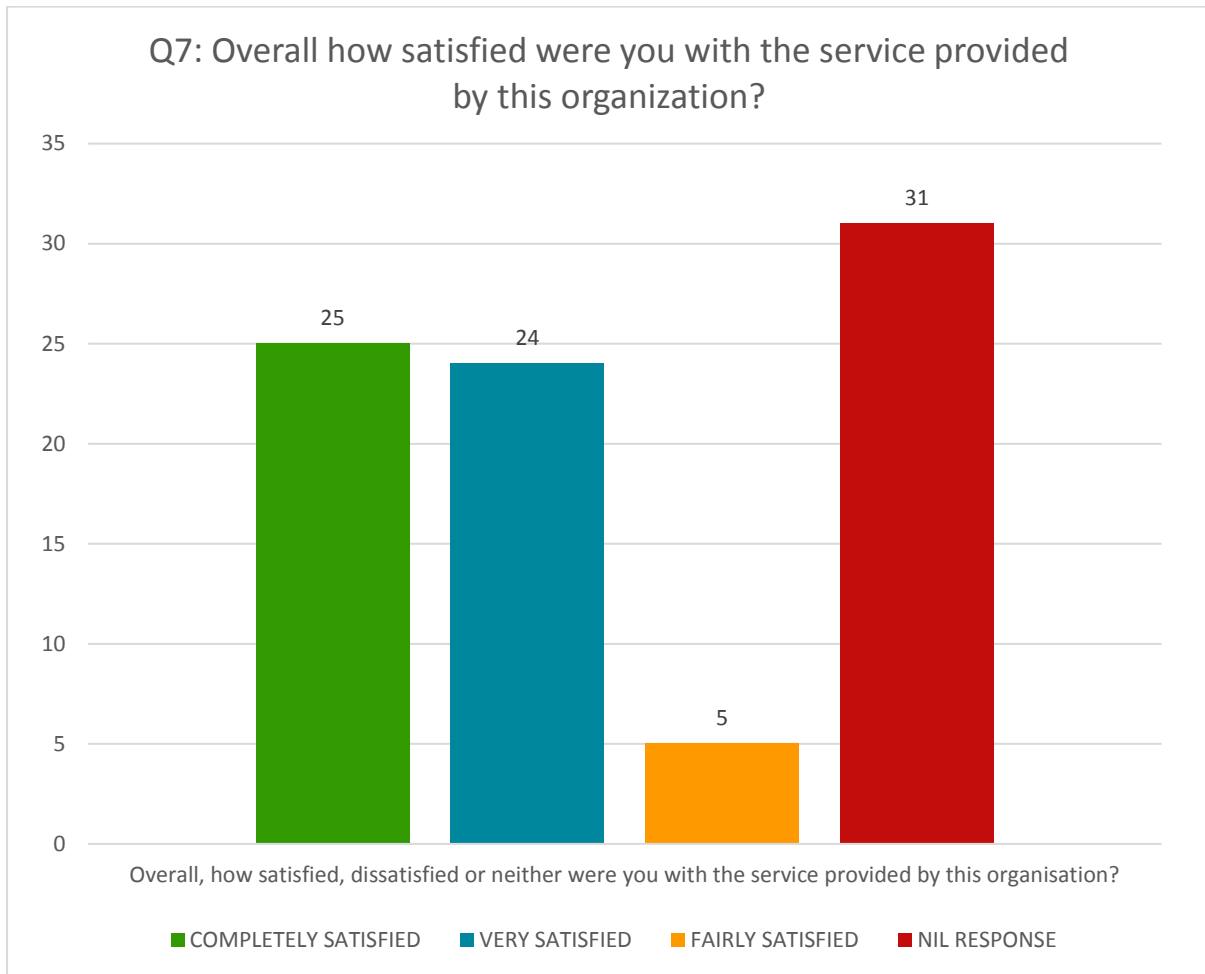
**Page 108**  
**Appendix C - Results Outcome Survey for Victims of Crime**

(Data correct 01/08/2016)





(Data correct 01/08/2016)



**Note that nil responses have been included in the last question to show that there was a significant level of nil responses across the questions.**

**Nil responses for the other questions are as follows:**

Q1 – 13

Q2 – 11

Q3 – 30

Q4 – 8

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**Police and Crime Panel Meeting**  
**3 February 2017**  
**Report of the Police and Crime Commissioner**

**“SAFE, RESILIENT AND CONNECTED COMMUNITIES” THE POLICE AND CRIME PLAN FOR 2017-2020 FOR DEVON, CORNWALL AND THE ISLES OF SCILLY**

On 27 January 2017 the Police and Crime Commissioner published her Police and Crime Plan for 2017-2020. This Plan has been developed jointly with the Chief Constable and has been informed by an extensive period of consultation with the public and partners.

The full Police and Crime Plan was submitted to the Police and Crime Panel in December 2016, following the submission of a report in October 2017 setting out the Commissioner’s intended focus for the Plan following the summer consultation.

In finalising the Police and Crime Plan the Commissioner has taken account of the comments made by the Police and Crime Panel at its 9 December 2016 meeting. The Commissioner met with members of the Police and Crime Panel in early January to discuss the further refinements that had been made to reflect the Panel’s feedback.

The full Police and Crime Plan document is attached to this report. A short leaflet summarising the Police and Crime Plan will also be available and an easy read version is being prepared. Additional materials will be available online – at the OPCC website.

Over the next few months the website will be developed to provide access to the new published performance standards on matters like 101, email contact and feedback to victims and witnesses that will be in place for 2017/18 along with regular reporting on how well Devon and Cornwall Police is performing against those standards. Regular progress reports on delivery of the plan will also be provided online and submitted regularly to the Police and Crime Panel.

**Contact for further information**

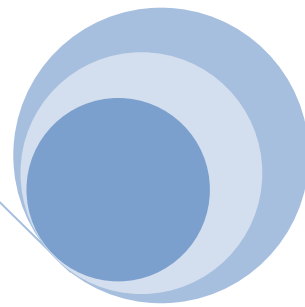
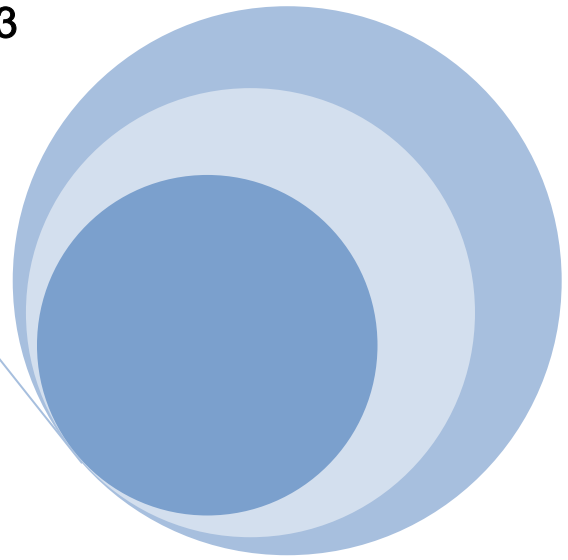
Andrew White, Chief Executive

Office of the Police and Crime Commissioner for Devon and Cornwall

[chiefexecutivesupport@devonandcornwall.pnn.police.uk](mailto:chiefexecutivesupport@devonandcornwall.pnn.police.uk)

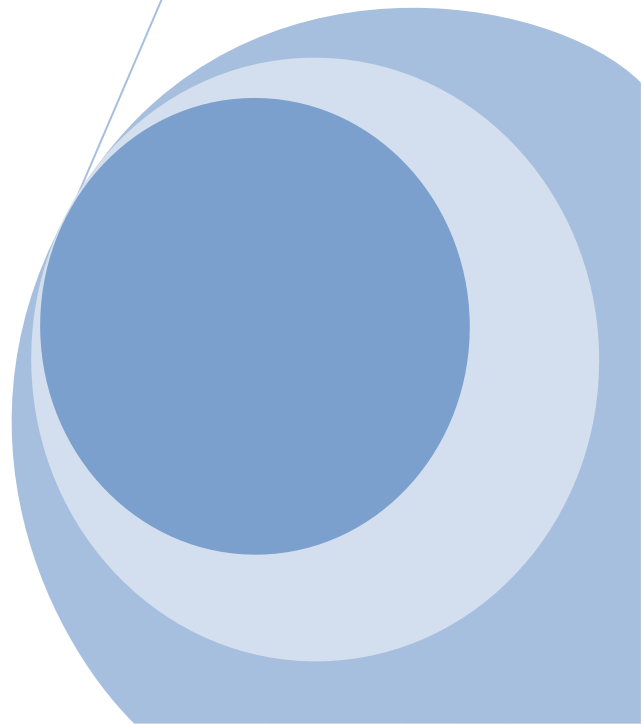
20 January 2017

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# Safe, resilient and connected communities

**The Police and Crime Plan  
2017-2020 for  
Devon, Cornwall and the  
Isles of Scilly**



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## Foreword by the Police and Crime Commissioner

It is a privilege to have been elected by the people of Devon, Cornwall and the Isles of Scilly as police and crime commissioner.

I promise to serve you well. I will listen to your views on what does and doesn't work well with policing in our community – and will consider all evidence so that I know the challenges we face in our area. I will do all I can to ensure you have the best police service in the country and to keep you safe.

This *Police and Crime Plan* sets out our strategic priorities for policing in Devon, Cornwall and the Isles of Scilly for the next three and a half years.

Last summer my office carried out an extensive consultation to ask what you think about the police and what you think is important.

We also talked at length to our partners in community safety partnerships (CSPs), local authorities, businesses and the voluntary and charitable sectors, to produce a plan which sits comfortably alongside the Peninsula Strategic Assessment. My aim is to have excellent policing, co-ordinated wider public services and resilient self-supporting communities. In that way we can all play our part in keeping each other safe.

The Chief Constable and I have worked together to co-produce this plan and we are committed to delivering the priorities set out within it. We will work closely with our wide range of local partners to achieve this plan. Together, and helped by our co-location at headquarters, we will deliver better policing and safety, and we need your help to do the same.

Crime is changing. People are more likely to be a victim of a crime at home or online than on the streets where they live, so traditional approaches to policing need to change.

Fundamental transformation is required to create a more resilient, sustainable and effective police force. We have started this journey through our alliance with Dorset police but this is only the beginning. As we transform and work together to keep people safe – we must ensure that policing remains at the heart of our communities.

Through this plan we will focus on:

- ❖ Connecting our communities and the police – through a new Local Policing Promise to ensure policing in the local area is ‘Accessible, Responsive, Informative and Supportive’
- ❖ Preventing and deterring crime – so we can stop people becoming victims of crime and help them move on with their lives
- ❖ Protecting people at risk of abuse and those who are vulnerable – safeguarding the vulnerable and keeping them safe from harm
- ❖ Providing high quality and timely support to victims of crime to help them recover and to get justice by improving the criminal justice system
- ❖ Getting the best out of the police – making best use of our resources, supporting and developing our workforce and working well in partnership with others.

I believe we are well-placed to ensure that we have a common focus of working together to achieve safer, resilient and connected communities.

Devon, Cornwall and the Isles of Scilly are fantastic places - my goal is to ensure that we are all able to play our part in ensuring that the peninsula remains the envy of the rest of the country.

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

## 1. The PCC's strategic intent



The police are here to help keep us safe. In particular, they are here to come to our assistance when someone or something threatens our safety. To do this well they need to be efficient, effective and, most importantly, well connected to their communities.

They must also work closely and supportively with partners, including community safety partnerships (CSPs), health and wellbeing boards, and safeguarding boards who play vital roles within communities.

Devon and Cornwall and the Isles of Scilly is one of the safest places in the country. A number of things contribute to this:

- effective policing approaches and a dedicated and well trained workforce,
- co-ordinated and focused activity across public and voluntary sector organisations,
- the strong sense of community in Devon, Cornwall and the Isles of Scilly.

This plan provides a direction to strengthen those key elements by helping communities become safer, more resilient and better connected.

The Police and Crime Commissioner (PCC) wants to focus especially on those that are most vulnerable. People can be more vulnerable because of their ethnicity, age, a disability, where they live (for example living in rural or isolated locations), who they live with or for a range of other personal reasons or external factors. Vulnerability must be thought about broadly – recognising that people become vulnerable for a range of reasons and that people will not always recognise themselves as being vulnerable.

Keeping Devon, Cornwall and the Isles of Scilly safe can be extremely challenging. Our beautiful rural landscape and long coastline mean that getting around the largest policing area in England takes time – some policing sectors and neighbourhood beats cover vast areas.

To spread resources over such a large area inevitably affects public perception of 'local' policing and the reality is that the police cannot always get to a place as quickly as the public might expect. This challenge exists all year round but is further exacerbated every summer when 10 million visitors arrive to enjoy our beautiful counties and who also need to be kept safe.

The PCC is proud of the incredibly difficult job our police force does with communities and other partners – to keep them safe and to support them. This work goes far beyond what people often perceive as policing – from dealing with road traffic accidents and emergencies such as flooding to responding to concerns about welfare if a person goes missing.

However, the PCC recognises that sometimes partners and members of the public do not feel that the police are always well engaged with the things that concern them.

Similarly, some of those partners, in particular local councillors and community representatives do not always know how they can assist the police in resolving difficult problems and issues. The first section of this plan addresses those issues.

The PCC's ambition is to reinforce the link between the police and local communities. In particular, to help police better understand their communities by developing clear, easily understood ways to communicate between communities and their local policing teams.

Many local policing teams are already good at this but, in other areas, the practice is mixed. This plan proposes a range of measures that set service standards the public and their elected representatives can rely upon. Better understanding how people want to communicate locally with their police will give better focus on local policing requirements.

Through this plan the PCC and Chief Constable will set a *Local Policing Promise* to ensure that policing is **Accessible, Responsive, Informative and Supportive**. In delivering this *Local Policing Promise* they will work together to make it easier to contact local police, to ensure a good quality of service on 101, to increase available resources to respond to emergency calls, to carry out prevention activity and to work closely with partners on a wide range of community issues.

As the owner of the police estate the PCC strongly supports the concept that policing should be locally based. To this end, the PCC is committed to ensure a police presence is maintained in all current localities but that the Chief Constable will also review how police stations which are currently closed to the public might better contribute to connecting communities.

The PCC is also keen to ensure that people can play their part in assisting local policing. One way the public can help is by providing police with local intelligence and it is important the right systems are in place to support them to do this. The plan sets out work that will offer broader opportunities for the public to get involved – including through volunteering roles.

Many of the problems impacting communities are complex and require partners to work closely together. The PCC's *Commissioning Intentions Plan* sets out how local bodies such as CSPs and youth offending teams will continue to be financially supported to help meet this plan. In addition, the PCC intends to do what she can to support better co-ordination and co-location of local partners to ensure that the most important issues are tackled jointly and effectively.

Devon and Cornwall Police employs around 5,000 police officers, PCSOs and police staff, but they can become even more successful by working better with the 1.7m residents and partner organisations.

Policing needs transformative change. Joint working will help ensure tax payers' money is used to make policing more effective and higher quality, not bureaucratic or disabling.

The national Policing Vision for 2025 published by the Association of Police and Crime Commissioners and the National Police Chiefs Council in November 2016 recognises the need to continue to work across borders to sustain many services and ensure public protection.

The PCC has led a strategic alliance with Dorset Police that brings together over 30 different business units achieving more efficient, effective and resilient policing. In addition, Devon and Cornwall works with other police forces in the south west and beyond on a range of specific business areas.

These arrangements deliver effective specialisms including forensics, counter-terrorism and support the work of the Regional Organised Crime Unit and National Crime Agency.

Whilst local connection with communities is the main objective of this plan it does not cover the full range of the PCC's strategic intentions.

Devon, Cornwall and the Isles of Scilly have national leading victim care services. Uniquely, the PCC's victim care unit works with 80 voluntary sector organisations through a Victim Care Network to provide high quality bespoke services to victims of crime. Through this plan the PCC will continue to build on this and will further enhance services to all victims, with a particular focus on those who suffer sexual offences and face the most challenging journey through the criminal justice process.

The PCC is also committed to a range of actions to prevent crime and, with the Chief Constable, has developed a programme of action in these areas. Central to this is a ground breaking approach to prevention – intervening early in the offending cycle to change offenders' behaviour to reduce the chances of them reoffending, and investing in early help services for young people, their families and those at risk of offending in the future due to their circumstances.

Every time a person offends or re-offends they leave behind victims and this can also have a negative impact on wider feelings of safety for the community and the local economy. While the police are there to bring offenders to justice they are also uniquely placed to try to change the behaviour of offenders and prevent future crime.

The PCC and the Chief Constable have established a small project team to investigate if a model of offender management, sharing many of the features of the PCC's victim care structure, could reduce future offending. This project team is working with other agencies and, most importantly, engaging voluntary sector partners across Devon, Cornwall and the Isles of Scilly to see how we might work together to change the behaviour of offenders.

The PCC's support for better offender pathways is very focused on the needs of victims and restorative justice. Offenders will need to demonstrate their commitment to

changing behaviour. If they fail to do so, the PCC expects them to face the usual consequences of their actions.

The PCC is also committed to a greater focus on keeping people safe online and developing a clearer approach to crimes affecting businesses, in particular on how the police and businesses can help prevent people becoming victims of online crime.

A modern police force needs modern technology to be effective. For some years there has been an under investment in technology within Devon and Cornwall Police. The PCC is determined to provide the necessary resources so that frontline officers and staff have the right tools to do their job to the very best of their ability.

Under this plan the PCC and the Chief Constable will also put a focus on people, ensuring that those employed by Devon and Cornwall Police get the support they need to develop the right skills to serve our communities effectively.

Devon and Cornwall Police is already a good force. Through better connection, clear direction and appropriate investment it can be one of the very best in the country.

The full details of the *Police and Crime Plan* and its five priorities are set out in Section 2. The PCC has set a number of strategic measures and indicators to guide its work. These are not performance targets – but will enable the PCC and the public to consider and assess the extent to which the objectives of the plan are being achieved. These measures are set out in Section 3.

## 2. The Police and Crime Plan

The focus of this plan is on how to keep people safe by improving their connection with policing in the local area.

To support this we must

- understand the nature of crime in our area and work effectively with partners to prevent and deter crime, to respond and to make sure we protect people who are at risk of abuse and those who are vulnerable;
- ensure that people are better able to access the police and that when they do – that they get a timely response;
- make sure that the police are there when they are needed and that people have confidence that the police understand their issues and will act appropriately to help them. The nature of the police response may not always be what the person might want - but the nature of the response must be clear, be helpful and should be well understood by the people we serve.

The role of local policing – and the police’s connection with the local community - is vital and ‘Connecting Communities and Policing’ is at the heart of this plan.

The plan recognises and reflects the important issues identified in the Peninsula Strategic Assessment.

The Peninsula Strategic Assessment provides a formal process that risk assesses crime, antisocial behaviour and disorder issues to identify emerging concerns and ongoing challenges. It highlights the main threats to Devon and Cornwall as domestic abuse, sexual offences, alcohol-related harm, providing an effective response to serious organised crime and the demand generated by mental health and troubled families.



## Priorities

### Key priority: Connecting communities and policing - the Local Policing Promise

To keep people safe the police service must sit at the heart of all communities in Devon, Cornwall and the Isles of Scilly – so they know what is happening in a local area and can respond effectively to the challenges that arise. This link with communities is also essential to support ‘policing by consent’ – building trust and confidence that the police will be there to help when they are needed.

The effort and commitment from communities is important to help improve policing – they are a vital source of intelligence which can help prevent crime and bring offenders to justice. They also play an active role in initiatives such as Neighbourhood Watch, Community Speedwatch and Flood Volunteers.

Devon and Cornwall Police was a pioneer of neighbourhood policing. Policing style and approach have evolved to reflect changes in resourcing, an increased focus on protecting from harm people who are vulnerable and the emergence of crime types such as cyber-crime.

Policing models must evolve too. It is for the Chief Constable to determine the appropriate deployment of police officers and staff across Devon, Cornwall and the Isles of Scilly but even during times of change the connection to local communities must remain a priority and work must continue to strengthen it.

Through the *Local Policing Promise* the Police and Crime Commissioner and the Chief Constable will drive forward action in a number of areas to better connect communities with policing – to ensure policing in the local area is accessible, responsive, informative and supportive.





## What is local policing?

The public's perception of what constitutes local policing is often their local neighbourhood beat manager (NBM) or police community support officer (PCSO). Both are key parts of the local policing team – working day to day to keep their community safe, tackle crime and problem solve. But they are only part of the policing response that is regularly deployed in a local area.

When the public call the police for assistance, most often, it is a local response officer who will attend. When a crime or incident needs to be investigated – it will be officers or specialist police staff from local investigation teams who will take statements, gather and review evidence and investigate. Alongside these teams both roads policing and armed response teams work locally – dealing with road offences, road traffic accidents, crimes and incidents where weapons are involved and provide additional response support on other crimes and demands.



In delivering the Local Policing Promise, in particular the promise regarding 'Responsiveness', it is important to consider all these police roles, not just neighbourhood teams.

## Local policing that is....*accessible*

It is important that the public can contact the police easily so they can report crime and antisocial behaviour, raise concerns, seek help and provide information and intelligence to help the police. Accessibility also plays an important role in building the public's trust and confidence in the police.

- *Improving public confidence in contacting the police to report crime and use the 101 service, and expanding ways the public can report issues remotely to the police.* We will continue to improve waiting times for the 101 non-emergency service and will invest in technology and staff to support the 101 service. Other routes of communication also require clear and common standards of response – so the public knows what to expect.
  - **By the end of March 2017 the Chief Constable will (in consultation with the PCC) publish force-wide service standards for the 101 non-emergency service, answering 999 calls, online contacts and correspondence. Performance against these service standards will be published regularly so the public can see how well the force is performing.**
  - **The Chief Constable will provide a range of 'remote' contact options to reflect a community's differing needs and preferences and to ensure people can report crime or incidents easily.**
  - **The PCC will support appropriate investment in building a range of online channels.**
- *Providing more opportunities for the public to contact local police teams, including face to face opportunities.* The PCC and the Chief Constable will work together to provide more opportunities for the public to contact and engage with the police locally. The precise nature of these opportunities will vary and it is for local commanders and their teams to work out the right mix of activities and opportunities within the local area – taking into account the local needs of the communities they serve.
  - **By the end of March 2017 the Chief Constable will (in consultation with the PCC) publish force service standards for police sectors designed to ensure strong levels of local contact, including face to face engagement and interaction. These standards will set a service minimum for public contact. Performance against these service standards will be published regularly so the public can see how well the force is performing.**



- *Working closely with local councillors – who play a key role in connecting with their communities.* The PCC and Chief Constable believe that local councillors have a key role to play in keeping their communities safe and in helping to connect the public and policing locally. Councillors across the peninsula have indicated to the PCC that they would like to play a greater role in working with the local police – such arrangements are already in place in some council areas through police liaison councillors - but there is a desire to expand and strengthen that approach.
  - **The PCC will explore establishing a PCC councillor advocate scheme whereby nominated councillors can provide a formal feedback route to the police on behalf of their community and to take back matters to their own councils on behalf of the police.**
- *Physical presence in local areas.* The PCC and the Chief Constable will work together to retain a broad footprint for the police estate. Police stations and offices are not the primary means by which the public engage with the police although they can play a part in connecting the community to the police. Their primary purpose is to provide a touch-down point for police officers and staff – to carry out police business – and in doing so they support local connectivity by helping to avoid time being spent commuting to stations. The operational need of the police estate continues to change over time – as crime and wider demand alters, the move towards more flexible working assisted by the roll-out of technology. This must be recognised – keeping under-utilised or unnecessary buildings ties up funds which can be spent in other ways.
  - **Going forward, when a police station is vacated we will seek to provide an alternative base within that locality.**
  - **In addition the PCC and the Chief Constable will look at ways to widen the police footprint in local areas to improve community liaison and connectivity – including through the **Citizens in Policing Programme**, co-location with partners and community access points and will pilot options in the second half of 2017.**

The **Citizens in Policing Programme** aims to bring the public closer to the police, and increase community capacity and resilience. The programme looks to maximise the use of volunteers' skills, energy and commitment by integrating them further into the extended police family, and better connecting communities and policing.

- *Improving the PCC's understanding of local concerns.* It is important that the PCC understands the public's views on policing across Devon, Cornwall and the Isles of Scilly. This is the largest policing area in England – there is much ground to cover – and concerns vary depending on location, experience and circumstance. The PCC

will take steps to improve access to her and her team, to make it easier for the public to give their views on policing.

- **The PCC will establish a network of her own OPCC link officers to help local communities raise issues with the PCC and improve the PCC's understanding of local issues.**
- **The PCC will explore (in consultation with the Chief Constable) the establishment of a PCC young persons' advocate scheme in local areas – to improve understanding of their views on policing at the local level.**

## Local policing that is ..... *Responsive*

This section of the *Local Policing Promise* focuses on ensuring the police are there when needed and are responsive to the matter at hand. It is important they understand and respond to issues as well as providing feedback and updates to people who report crime, to victims and witnesses.

- *Enhancing and increasing police resources at the local level.* The PCC and the Chief Constable will work together over the lifetime of this plan to maximise the level of funds available to support local policing.
  - **The Chief Constable will continue to review the deployment of officers in non-operational roles and investigations across the police service – drawing upon police staff expertise so officers can concentrate on roles where sworn powers are required.**
  - **The PCC and the Chief Constable will champion the development of volunteering in local policing – to help local people play an active role in keeping their community safe.**
  - **The PCC will continue to support investment in technology such as mobile data – to increase opportunities for police officers to stay out and about in local areas.**
- *Speed of attendance at emergency incidents.* When people contact the police in an emergency situation (most usually via 999) they must get there quickly. This is challenging in a large and diverse geographic area – particularly during the summer months when there is greater pressure on the road network. Generally the speed of response across Devon, Cornwall and the Isles of Scilly is good but the PCC and Chief Constable will work together to ensure a timely response to emergency calls.

- **By September 2017, the PCC will carry out a review of immediate response times across the force area to understand where challenges exist and what, if any, action might be needed.**
- **Following that review the Chief Constable will (in consultation with the PCC) publish force service standards and will report publicly on performance against those standards.**
- *Providing regular feedback when people raise issues.* People contact the police for a variety of reasons. They may be reporting a crime or an incident, providing what they hope is useful information, or intelligence. They may be seeking an update on a matter they have raised previously. It is important the police follow up on that contact – providing appropriate updates and feedback on the matter. Continued contact and feedback is hugely important for victims– but also for people who witness or observe actions and contact the police about them. The public are the police eyes and ears - improving how they get feedback will help them realise the importance of their actions so they continue to report.
  - **By the end of March 2017 the Chief Constable will publish (in consultation with the PCC) force-wide service standards on feedback for people reporting crimes and incidents, people providing intelligence, victims and witnesses.**
  - **The PCC and Chief Constable have agreed to implement an online ‘Track My Crime’ service for victims by the end of 2017.**
- *Working to identify and support all communities across the peninsula and to understand their issues.* The PCC will meet regularly with the people of Devon, Cornwall and the Isles of Scilly, including diverse community groups, to understand their views on policing and to identify opportunities to work together. Both the PCC and the Chief Constable wish to have all crime reported to the police even when some people may be reluctant to report it.
  - **The Chief Constable will support the introduction of a third party reporting scheme across the police area, building on the 2015/16 pilot in Plymouth.**
  - **The Chief Constable will publish (in consultation with the PCC) a ‘Connectivity Plan’ setting out how he intends to engage with the public to understand their views on policing issues.**
- *Keeping local areas safe from national threats.* The PCC and the Chief Constable will work together to tackle extremism and to deliver the Strategic Policing Requirement – recognising the pivotal role local policing plays in prevention. The Strategic Policing Requirement is set nationally by the Home Secretary and relates to national policing

threats that are of such importance, risk or scale that a police force working on its own cannot address the threats by itself. Under the Strategic Policing Requirement forces are required to provide key services and resource thresholds and to work together to address identified national priority areas.

- **The Chief Constable will have regard to the Strategic Policing Requirement in delivering policing across Devon, Cornwall and the Isles of Scilly.**
- **The PCC will take full account of the Strategic Policing Requirement and will keep the *Police and Crime Plan* under review in light of any changes made to the Strategic Policing Requirement by the Home Secretary.**
- **The PCC and the Chief Constable will actively support partnership groups, including CSPs and local authorities in preventing terrorism and the threat from domestic extremism and the radicalisation of vulnerable people.**

### Local policing that is.....*informative*

Policing is inevitably complex. The nature of policing has changed dramatically in recent years – with the increased confidence in reporting crimes such as domestic abuse, modern slavery, hate crime and the exploitation of vulnerable people - as well as the growth in online crime.

It is important to take time to ensure the public is informed about what the police do and how well it is performing. Police and partners must also ensure the public has a clear picture of respective responsibilities on complex multi-agency issues such as parking, antisocial behaviour and mental health.

- *Keeping you better informed on policing issues – locally and across the policing area.* The PCC and the Chief Constable will work together to provide clear and regular information to the public about the full range of policing activity in Devon, Cornwall and the Isles of Scilly as well as activity in local areas. This will include information about police activity on matters that are not traditionally seen as the role of the police – such as our work on floods and emergency planning, mental health and community resilience.
- **By March 2017, the Chief Constable will set (in consultation with the PCC) public information standards. The standards will cover the provision of information centrally and locally on the following:**
  - **Policing priorities including domestic abuse, sexual offences, hate crime and exploitation**
  - **Updates on broader crime issues**
  - **Police performance and crime data.**

- **The police – centrally and locally – will make full use of technology and the internet to build a clear online presence in local areas.**
- *Removing confusion about the respective roles of police, local authorities and other partners.* The police work with partners across Devon, Cornwall and the Isles of Scilly to keep communities safe and resolve problems at the local level. In doing so, from a public view, the respective roles, responsibilities and actions of those organisations can be difficult to separate. This be confusing and frustrating, particularly about the kind of response that can be expected from each partner. The PCC will work with the Chief Constable and local partners to increase the public's understanding – providing a clear picture to them about where to go for help.
  - **The PCC will seek to work with the Chief Constable and partners to remove confusion about the respective roles, responsibilities and actions of the police, local authorities and partners on key issues such as mental health, parking and antisocial behaviour.**
- *Communication and consultation. Effectively communicating, and where appropriate consulting, when significant changes are being made to local policing arrangements.*
- *Helping communities have a stronger voice in community matters.* Many decisions and issues that arise in a local community can impact on people's perception of their safety. Local authorities and CSPs play an important role in helping the public understand and take part in local debates on issues that affect them and the safety of their communities. Access to data, advice on how to engage with statutory processes and updates on activity all have an important role to play in helping local communities play an active role in decision making.
  - **The PCC will work with local authorities and CSPs to support them and to explore ways to help communities understand wider local issues which can have a significant impact on safety within communities, such as planning and licensing.**

## Local policing that is.....*supportive*

It is vital that the PCC, the Chief Constable and their teams work with partners, the public and businesses to identify and resolve local issues to prevent crime and harm.

- *Ensuring the OPCC and the police work with communities not in isolation.* The PCC and the Chief Constable are committed to working closely with CSPs, safeguarding boards, blue light services, businesses and the voluntary and charitable sectors to support communities. The PCC and the Chief Constable will continue to support the

development of local community resilience forums and community capacity building, including flood emergencies – helping communities to keep themselves safe.

- *Commissioning.* The PCC will work through, and with, partners including CSPs to commission high quality services to help protect people who are at risk of abuse in our communities and those who are vulnerable. The PCC will actively work with partners in health and local authorities, and through health and wellbeing boards and CSPs, to jointly assess commissioning needs for services that support vulnerable people and those who are at risk of abuse – in particular people experiencing domestic abuse, sexual offences and exploitation.
  - **The PCC will publish her 2017-2020 PCC Commissioning Intentions Plan by early 2017 following the budget confirmation and establish multi-year funding streams for commissioned services to improve service stability.**
- *Supporting local watch schemes within communities and building their profile with local partners and councillors.* The PCC is hugely supportive of the role that Neighbourhood Watch and other watch schemes such as Boat Watch and Farm Watch play in keeping our communities safe and secure. New innovations, including the new Neighbourhood Alert system are already being rolled-out which will help watch schemes to keep informed. The PCC wishes to help these schemes to thrive and to be focused, informed and well equipped to play their part.
  - **The PCC and the Chief Constable will work with existing watch schemes through 2017 to explore ways to assist them, including**
    - **Making it easier for communities to set up schemes in areas where they have a local need**
    - **Improving communications from police and partners on activity in the local area so schemes are well informed about police issues**
    - **Exploring how to make schemes more impactful in their community**
    - **Supporting investment in core equipment, where a case can be made.**
- *Keeping roads safe.* The PCC and the Chief Constable will work with partners and local communities (through Community Speedwatch) to enhance and support the response to road safety issues, including use of mobile phones whilst driving. The PCC wants to focus on changing public attitudes and driver behaviours to deliver change in this area.
  - **The PCC and the Chief Constable will work with the Peninsula Road Safety Partnership and other partners during 2017 to explore enhanced road safety initiatives – in particular a joint approach to prevent use of mobile phones whilst driving.**



- **The PCC will support Community Speedwatch schemes, in particular:**
  - Investing in equipment, training and infrastructure to support schemes
  - Looking at ways to enhance the impact of schemes, including ways in which further enforcement actions can be taken
  - Exploring how they can help in a wider response to mobile phone use whilst driving.
- *Helping local authorities who wish to make better use of CCTV to keep communities safe.* High quality and interconnected CCTV systems can play a role in community safety. CCTV provision is not the responsibility of the PCC or the police, but the PCC recognises they can benefit the police, in particular aiding investigation and detection of crime. The PCC understands the challenges local authorities face in establishing and maintaining local CCTV systems – in particular the capital purchase of equipment, the complexities and costs associated with monitoring CCTV and regulatory compliance. The PCC has seen, with interest, the establishment of a centralised CCTV monitoring hub and service at Cornwall Fire and Rescue, and considers this development by Cornwall Council to present opportunities for other local authorities. The PCC has held exploratory discussions with local councils in Devon about potential for a similar centralised monitoring service. There is considerable interest. The PCC wishes to support local authorities – helping bring them together to explore opportunities and provide some contributory capital funding in support of developing interconnected, sustainable hubs for CCTV monitoring.
  - **From 2017-2020 the PCC will allocate capital funding, up to £200,000, to support local authorities. The PCC will publish a CCTV investment strategy by February 2017 – focused on supporting capital investment (not revenue costs) in interconnected, high quality and sustainable systems and the development of shared local authorities monitoring hubs.**
- *Working closely with partners to tackle antisocial behaviour.* The PCC recognises the impact that continued, severe and persistent ASB has on individuals and communities, and the feeling of safety. At times these may be complex, long running issues – involving a range of partners, all trying to resolve matters. The respective roles, responsibilities and actions of those trying to tackle antisocial behaviour are not always clear to the public. This creates confusion. There is a complex – and often changing - network of powers and legislative tools potentially available to the police and partners to try to resolve antisocial behaviour.
  - **The Chief Constable and the police will continue to play an active role through CSPs and their work with partners in trying to resolve continued, severe and persistent antisocial behaviour.**
  - **The PCC will review existing support services for victims of continued, severe and persistent antisocial behaviour.**

- *Playing a supportive role in keeping night-time economy areas safe.* Many towns and cities across Devon, Cornwall and the Isles of Scilly benefit from vibrant, popular night-time economies – all year round or during the busy tourist season. These night-time economies bring visitors who support local economies and are a welcome contribution to the mixed economy - but they do bring challenges for policing and community safety.

Drinking a lot of alcohol makes some people more vulnerable to becoming victims of crime and, sometimes, more likely to commit crime – in particular crimes linked to violence, criminal damage and public order. The impact of alcohol on safety within communities is well recognised within the Peninsula Strategic Assessment and the PCC and the Chief Constable are committed to working with partners on this important issue. Joint work to manage risk has been delivered successfully for many years – but this comes at a cost. Businesses are now taking a much more active role in managing the night-time economy and promoting responsible drinking – which is a positive development. The PCC and Chief Constable are particularly concerned about the extent to which people who have drunk too much can become victims of crime – in particular sexual offences.

- **The Chief Constable will continue to work in partnership with local authorities, businesses, health and other agencies to protect the public and those working in the night-time economy.**
- **The Chief Constable will support licensing activities to tackle irresponsible licensing practices.**
- **The PCC and the Chief Constable will work with local authorities to support alcohol strategies and initiatives. In particular:**
  - **Championing schemes which help to reduce crime and harm linked to alcohol, such as Best Bar None and street pastors**
  - **Supporting Help-zone schemes and the roll-out of the Drinkaware Crew scheme (piloted in Devon and Cornwall) in university locations and others areas where a need is demonstrated**
  - **Endorsing late night levy proposals from local councils and guaranteeing to recycle collected funds to support local initiatives linked to reducing harm in the night-time economy.**

## Priority: Preventing and deterring crime

The best way to keep people safe is to focus on prevention and stop people becoming victims of crime in the first place.

To do this consideration must be given to three factors - the victim, the offender and the location, and steps must be taken in all three.



The PCC's focus will be that prevention of crime and harm is at the forefront of police activity and is embedded in the whole force.

Local police teams play an essential role in preventing and deterring crime and the focus on better connecting communities and policing, in Priority 1 of this plan, supports work to help prevent and deter crime.

In particular the PCC and the Chief Constable will work with Local Criminal Justice Board (LCJB) partners, and others, to introduce new services and systems designed to prevent reoffending, to divert people away from crime and will make additional funding available to invest in this work.

### Approach to prevention

The PCC and the Chief Constable are fully committed to a preventative approach that is focused on three key areas:

- ❖ *Prevention in early years* - drawing on national best practice and evidence work will be developed with partners to more actively focus on those at risk of becoming offenders, in particular children and young people due to their circumstances, past experiences or mental ill health. The PCC and Chief Constable will work together with partners to scope a comprehensive package of early help aimed at preventing future offending with a focus on children and young people, families who are identified as at risk and those with complex needs such as mental ill health.
- ❖ *Deterring future crime.* The PCC and the Chief Constable are committed to taking a partnership and multi-agency approach and to targeting more resources at working with offenders to stop them from reoffending. They will also support the prison service in its efforts to deliver appropriate rehabilitation to offenders serving a custodial sentence. More resources will be targeted at first time entrants to the criminal justice system (CJS) and those at an early stage of their criminal pathway, by launching a new offender diversion service.
- ❖ *Greater intervention with people who regularly commit crime* – there will be a greater focus and additional investment on dealing with regular and persistent offenders – to disrupt their criminal lifestyle and stop them causing more harm to communities.
- The PCC expects the Chief Constable to ensure that prevention of crime and harm is at the forefront of policing activity, that these three elements form the bedrock of the approach to prevention and are embedded across the entire police service over the next three years.

- **By March 2017 the Chief Constable will set a prevention strategy detailing the force's approach to prevention and how it will be delivered across the organisation and through the alliance with Dorset.**
- **The PCC will work with health and local authority partners to consider developing an integrated commissioning model for offenders which identifies gaps in existing services. This could help reduce reoffending risks, reduce duplication and enable the commissioning of additional services where needed – reporting by September 2017 to inform the development of early help packages.**

### Delayed charging and diversion

The PCC wants to invest in activity that helps change the behaviour of criminals at an early stage. She is developing a scheme that will be: supported by victims; require commitment and engagement of offenders and ensure that when offenders do not engage they are subject to normal criminal justice sanctions.

This delayed charging and diversion scheme, which offers some offenders (subject to strict eligibility criteria) the opportunity to undertake victim-led reparation, including the potential for restorative solutions, as well as an agreed programme of rehabilitative work during a four month period.

The rehabilitative work could, for example, include elements of drugs and alcohol work delivered by existing services, co-ordinated by trained scheme facilitators.

Successful completion of the programme of work would enable the offender to avoid criminal charge.

Evidence shows the opportunities provided by the scheme can be the watershed which allows the offender to improve their life chances, reducing their negative impact on society and over utilisation of local services.

- **By April 2017 the PCC and the Chief Constable will launch a new two year pilot delayed charge and diversion scheme – creating an alternative pathway through which an offender (victim led and subject to strict eligibility criteria) can enter into a contract with the police to address the underlying causes of offending (such as addiction or mental ill health). Successful completion of that contract would provide an alternative to facing a criminal charge. The pilot will run for two years and will be evaluated by the University of Cambridge.**

## Rehabilitation of offenders

The landscape in offender management has shifted dramatically over the past two years with the introduction of the new community rehabilitation companies which manage lower risk offenders. The operating model has some considerable challenges and the PCC will work closely with the National Probation Service and push for changes to the system in order to improve shared understanding of offenders and to seek all opportunities to improve the timeliness, quality and effectiveness of interventions.

Consideration will be given to what flexibility exists in the services they provide to reduce reoffending, if this can be increased and if the quality of interventions can be improved. The PCC will push for changes to the system where they are needed.

## Improving online safety

Responsibility for improving online safety does not rest with the police alone but policing has an important part to play in the collective response. The commissioner will play a unifying role in focusing activity to deliver a clear and unified response.

The PCC and the Chief Constable will continue to work with CSPs, trading standards, the UK Safer Internet Centre, South West Cyber Security Cluster, industry and national bodies, and regional and local partners to raise awareness of online crime and to improve prevention and investigation efforts.

It is particularly important to support vulnerable people, to help them protect themselves and avoid becoming online victims of sexual offences, harassment, fraud and bullying.

Those who seek to commit these crimes must also be disrupted and detected.

- ❖ The prevention of online crime will be a core theme within the Chief Constable's prevention strategy which will be published in March 2017.
- ❖ The PCC will work with the banking and technology sectors, Action Fraud and local partners to raise public awareness on how to keep safe online, including
  - Building on our existing fraud volunteer programme
  - Piloting a cyber cafes scheme focused on raising awareness of key threats and self-help options.
- ❖ The PCC will work with PCCs nationally and others to push for improvements to the current Action Fraud arrangements to improve the service victims (individuals and businesses) receive when they report online fraud.

### Working with business to tackle and prevent crime

The Commissioner will work closely with businesses to better understand their needs – drawing together representatives from a broad range of businesses to gather views on policing. This work will support the development of a clear business crime strategy in autumn 2017.

The PCC recognises that businesses, as well as individuals, can be the victims of crime and will commission support for those who become so through the Victim Care Network.

The PCC intends to work with the Devon and Cornwall Business Council and other key partners to gather their views on policing and identify opportunities where we can work better together.

- **The PCC will publish a business crime strategy by Autumn 2017 setting out:**
  - **an assessment of the scope and scale of business crime,**
  - **ways to improve reporting within the business community**
  - **identifying vulnerability in businesses – in particular those vulnerable to violence**
  - **the role of business in prevention**
  - **how businesses can support wider community safety initiatives.**

### **Priority: Protecting people who are at risk of abuse or who are vulnerable**

Work under this priority links directly to activity being taken forward under other priorities within this plan – from the *Local Policing Promise*, through the focus on reducing reoffending levels and preventing crime, to the creation of an end to end victim strategy and delivery of support to vulnerable victims of crimes through the Victim Care Network.

Through the *Police and Crime Plan*, the PCC will prioritise protection from harm of people at risk of abuse or who may be vulnerable, for example missing children. This focus on vulnerability must permeate throughout the police service with officers and staff receiving the necessary support and training to identify vulnerability, to record victim needs accurately and to take steps to protect them, including by referral to other agencies.

The PCC will work with local authorities, other partners and the voluntary and charitable sector, to commission high quality services to help protect vulnerable people. The *2017-2020 PCC Commissioning Intentions Plan* will also establish multi-year funding streams for commissioned services to improve service stability.

The under-reporting of crime in areas such as domestic abuse, modern slavery, sexual offences, hate crime and exploitation of the vulnerable remains a significant concern. The trauma suffered by victims of such crime is considerable, they must be supported and encouraged to come forward, to the police or to third parties.

Victims must know that they will get the help and support they need to recover and that the police are committed to making the criminal justice system work better for them.

Protecting vulnerable people from harm is a core piece of work under the *Police and Crime Plan*.

The PCC and the Chief Constable will work with partners to engage those who might be at risk of abuse, or considered vulnerable, to educate and advise to help prevent them becoming victims of serious crimes like fraud, scams, grooming and exploitation.

The existing network of Blue Light Days across Devon and Cornwall provide an excellent such opportunity to engage with people with learning disabilities and the PCC will provide funding to support the running of these events.

Safeguarding vulnerable people is a shared responsibility and the *Police and Crime Plan* will support partnership working for safeguarding services. As part of this partnership the PCC will support the work of local safeguarding arrangements to deliver strong oversight and scrutiny of services to protect vulnerable children and adults.

The work to protect people who are or may feel vulnerable must include action on mental ill health. The PCC will work with health providers and other services to better understand mental health needs in communities and ensure that the right services are being delivered which help them.

The PCC will campaign locally and nationally for additional investment in mental health services for adults and children. This campaigning will focus on early help and interventions to avoid them becoming victims of crime, to help victims of crime overcome trauma through the provision of timely therapeutic care, to improve the escalation process ensuring any individual in crisis, who is detained by police, receives timely assessment and care from health professionals and to prevent people entering custody due to a mental health crisis.

- **The PCC expects the Chief Constable to continue to prioritise the protection of people at risk of abuse or who are vulnerable – working closely with local authorities and the voluntary and charitable sectors:**
  - **focusing increasingly on prevention – supporting vulnerable people or those at risk of abuse and helping to prevent them becoming victims of serious crimes like fraud, scams, grooming and exploitation**
  - **actively working alongside partner agencies to identify and protect those at risk of abuse or who are vulnerable, in particular through enhanced data and intelligence sharing, better use of technology,**

streamlining internal processes and, by moving towards co-located hubs and integrated joint teams, committing, where appropriate, to integrated pooled budgets to make best use of available funding.

- **The PCC and the Chief Constable will encourage reporting of crimes such as domestic abuse, modern slavery, sexual offences and hate crime:**
  - raising awareness of these crimes – to help empower and reassure them they are not alone
  - expanding existing initiatives which allow victims to report crimes without contacting the police directly
  - improving processes and support systems which currently deter victims from coming forward
  - working with community partners to reduce tolerance of hate crime and other under-reported personal crimes and encourage witnesses to report
  - encouraging changes in the CJS to focus on the needs of victims and witnesses rather than the processes – to encourage victims to come forward and seek justice
  - demonstrating, in the approach to tackling offenders, that this issue is taken seriously.
  
- **The PCC and Chief Constable will work with partners in the public and private sector, to reduce the number of vulnerable missing people, in particular children, and to provide the right help, protection and support needed when people go missing:**
  - ensuring a common and clear understanding of the issue, and drivers for people, in particular children, who go missing and the support services, prevention and help needed for vulnerable people
  - developing and implementing a strategy to reduce the levels of vulnerable missing children and adults
  - delivering high quality support, protection and help to missing people and their families.
  - continuing to support the work of local safeguarding arrangements to deliver strong oversight and scrutiny of services to protect children and adults who are at risk of abuse or who may be vulnerable.
  
- **The PCC and Chief Constable will work together, and with partners, over 2017 to deter and prevent 'revenge porn', the viewing and transfer of sexual images and 'sext-ing' by young people to young people which can potentially lead to their exploitation – developing a shared programme of activity to highlight and address this growing risk.**
  
- **The PCC and the Chief Constable will lead nationally in the delivery of an effective national response to tackling modern slavery – through the**

**establishment of a Home Office funded unit to build evidence analytical capabilities and spread best practice.**

## **Priority: Supporting victims/witnesses and helping victims to get justice**

Victims must be at the heart of all police work. Through this plan the PCC and the Chief Constable will seek to ensure strong wrap-around support services are in place for victims of crime and that victims and witnesses are supported through the criminal justice process.

The existing Victim Care Unit will be expanded and enhanced and will commission new victim support services where needs are identified, in particular in the areas of young victims and sexual offences.

Too often, the criminal justice system is slow and unsupportive of the needs of victims and witnesses. The PCC and Chief Constable will implement a range of actions to ensure that a focus on providing a high quality, caring and timely service to all victims of crime and to witnesses – making sure that the person is put before the process.

### **Victim strategy**

The PCC and Chief Constable will work together and with victims, local partners, service providers and local police officers and police staff to develop a joint victim strategy, setting out how an end to end wrap-around support service for victims of crime can be delivered. The victim strategy will focus on:

- ❖ Providing a high quality, caring and timely service to all victims of crime – putting the person before the process at all times (including launch of the online Track My Crime service by the end of 2017)
  - ❖ Reducing levels of repeat victimisation – protecting victims from further trauma and helping them to recover
  - ❖ Improving our approach to restorative justice
  - ❖ Jointly with partners, help develop a responsive and supportive victim focused criminal justice system
  - ❖ Actively promote the Victim Care Unit to frontline officers and externally.
- **The PCC and Chief Constable will publish a joint victim strategy by September 2017. The strategy will be informed by discussions with victims, local partners, service providers and local police officers and police staff.**



### An effective criminal justice system that works for victims

The PCC and the Chief Constable are particularly concerned about the extent to which the current system supports victims of sexual offences, in particular, the length of time taken for a case to move forward can be considerable – and can further traumatise victims.

The PCC and the Chief Constable will work with criminal justice partners across the south west to carry out a full review of the treatment of victims of sexual offences within the criminal justice system, to identify ways to improve the experience of victims and witnesses. The findings of the review will inform future work through to 2020.

The review will examine existing arrangements, academia and best practice and explore opportunities to:

- ❖ Make it easier for victims to report crime
  - ❖ Ensure victims are treated with compassion
  - ❖ Jointly commission the best possible services to support victims to help them overcome their trauma
  - ❖ Improve victim access to support at all parts of the criminal justice process
  - ❖ Identify where existing processes and procedures impact adversely on victims and make changes
  - ❖ Capitalise on the opportunity that technology provides to improve services to victims
  - ❖ Improve the timeliness of the process – reducing the average time it takes to move from report to court.
- 
- **Reporting by the end of 2017/18, the PCC and the Chief Constable will work with criminal justice partners across the south west to carry out a full review of the treatment of victims of sexual offences within the CJS, to identify ways to improve the experience of victims and witnesses. The findings of the review will inform future work through to 2020.**
  - **The PCC and the Chief Constable will work with the Crown Prosecution Service (CPS) to deliver an increase in prosecution resources for sexual offence cases in Devon, Cornwall and the Isles of Scilly by the end of 2017/18 in order to improve the speed and quality of the service that victims of sexual offences receive by reducing the time that victims have to wait for the case to come to court.**

### A victim led approach to restorative justice

The establishment and embedding of a new victim led restorative justice (RJ) process is a key feature of work under this priority.



As well as identifying local needs, and commissioning high quality services to meet those needs, the *Police and Crime Plan* will embed the culture of RJ across the police service and ensure that the right systems and processes are put in place to meet demand.

The new restorative justice operating model and system must:

- ❖ Identify local needs and commission appropriate services to deliver RJ – working with the voluntary and charitable sectors as well as statutory partners
  - ❖ Establish required capacity, systems and processes within the police service to meet the demands of victims for restorative justice services
  - ❖ Be fully embedded within policing culture and be well understood throughout the police service
- **The PCC will work with the Chief Constable and local partners to launch, establish and embed a new victim led restorative justice process in Devon, Cornwall and the Isles of Scilly by the end of 2017.**

### Victim care in Devon, Cornwall and the Isles of Scilly

The PCC will expand and enhance existing victim care services through the Victim Care Unit:

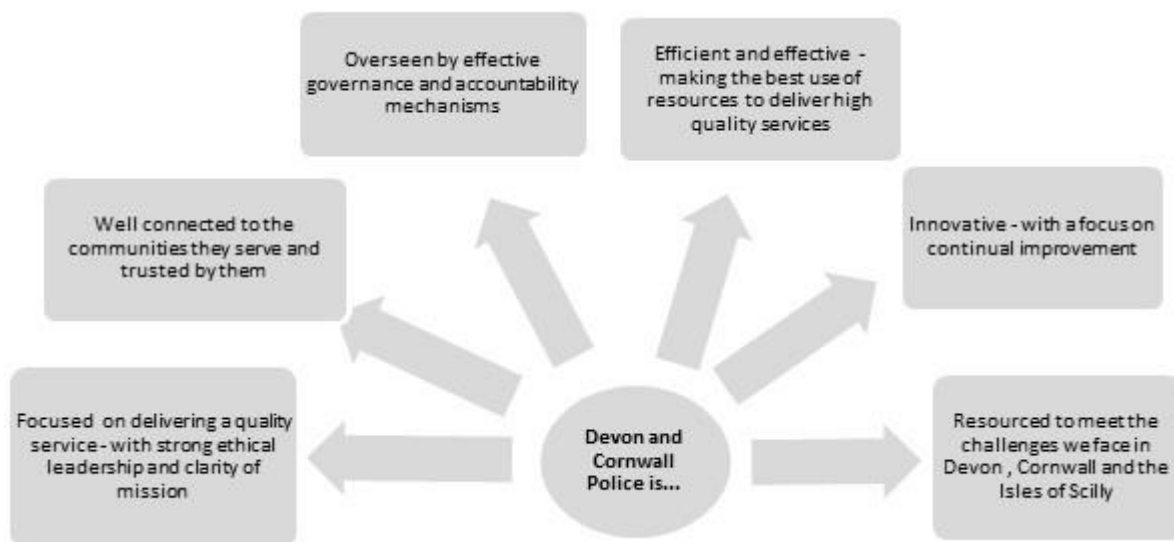
- ❖ Supporting the current independent academic evaluation of the Victim Care Unit and working with the Chief Constable to implement its findings
  - ❖ Continuing to fund and develop the delivery of a comprehensive network of victim care services via the Victim Care Unit
  - ❖ Reviewing regularly the range of support services available through the Victim Care Network and commissioning additional services to fill gaps as identified.
- **The PCC will commission additional victim services in the following areas to meet growing needs:**
    - **A new specialist service for young victims of crime to provide counselling and support to a wider range of victims in areas including abuse, exploitation, assault, bullying and harassment**
    - **Expand access to therapeutic support and counselling for adult victims of domestic abuse, sexual offences, and exploitation.**
  - **The PCC will lobby and campaign locally and nationally for health partners to provide timely therapeutic mental health services such as counselling for victims of serious crimes to help them recover from trauma.**
  - **The PCC will work with Dorset PCC and the two chief constables to enhance victim and witness care which may be provided through our strategic alliance– identifying areas for collaboration and improvement.**

## Priority: Getting the best out of the police

Delivery against this section of the *Police and Crime Plan* is supported by the preceding sections – in particular the focus on better connecting communities with policing will deliver significant actions to improve connectivity with communities and to build trust.

Collaboration will support service delivery and the PCC will be open to opportunities for greater co-location, information sharing and joint service delivery which will improve the quality of work, prevent crimes occurring, improve detection and speed up processes.

The graphic below explains what needs to be happen to achieve this.



Much good work is already going on in this the area, which will continue.

To support delivery of this priority, action has been focused in three key areas:

### Finance and resources

The PCC will focus activity on finance and resources on key activities to maximise resources for policing. This will include a fundamental budget review to make money available to the Chief Constable to maximise local policing. In addition the PCC will fund the development of an improved infrastructure that allows Devon and Cornwall Police to operate efficiently and effectively.

- **The PCC will work nationally and locally for changes to the police funding formula so it better reflects the demands faced in Devon, Cornwall and the Isles of Scilly.**

- Continue to actively contribute to the Home Office review of the funding formula throughout 2017 by building a strong evidence base on the impact of rurality and tourism on policing demand
- Working with local MPs, local partners and other PCCs to make the strongest case possible for ministers.
- The Chief Constable will maximise efficiency in policing
  - Designing and delivering a new operating model that supports delivery of the priorities in the plan and the wellbeing of our people
  - Reviewing the balance between police officers and police staff across the organisation ensuring that police officers are only deployed into roles requiring their operational expertise/powers so we can maximise front line police resources
  - Driving out savings from efficiency reforms and maximise the value of physical assets and collaborative procurement
  - Delivering a high standard of contract management across all areas of business.
- The PCC and the Chief Constable will support investment in technology to transform service delivery within Devon, Cornwall and the Isles of Scilly, including:
  - Completing the roll out of mobile data devices so that officers are able to carry out key tasks in communities rather than in an office, officers do not need to return to stations and expand the range of tasks that can be performed remotely
  - Converging ICT systems with Dorset, where appropriate, to support the operation of the strategic alliance to release efficiencies and improve the quality of service provided to the public, including the development of a common approach to command, control and public contact
  - Adopting cloud based computing services, where appropriate, to help collaboration and sharing data with other agencies and to enable flexible working
  - Delivering a new shared emergency services mobile communications system – to support joint working with fire and ambulance services.
- The PCC will revise the estates strategy in early 2017, informed by the Chief Constable's operational requirements and connectivity – whilst having regard to maximise commercial opportunities from surplus parts of the estate.
- The PCC will invest reserve funds to maximise resources to the front line.
- The PCC and the Chief Constable will work with PCCs and chief constables across the south west to ensure strong governance of regional and multi force services and projects including the regional organised crime unit,

**regional forensics service and regional procurement to ensure that these services are delivering appropriate services to Devon, Cornwall and the Isles of Scilly.**

## **People**

The PCC will support the Chief Constable, financially and strategically, to deliver a diverse, well equipped and well-structured policing service – which values and supports its personnel and represents the communities that it serves.

- **The PCC will deliver changes to the way in which complaints against the police service are handled**
  - **Utilising expected new powers in the Policing and Crime Bill to re-shape the complaints process to make it more responsive to the needs of the public**
  - **Working with the Chief Constable to explore opportunities to improve the timeliness of investigations against individual officers to help resolve complaints promptly.**
- **The Chief Constable will:**
  - **Support the police workforce through effective wellness programmes, management structures and the provision of high quality training, facilities and equipment to ensure officers and staff are properly equipped to face the challenges of policing**
  - **Deliver changes in how the police service approaches volunteering - providing the right services, support and structures to encourage people to volunteer and to remain as volunteers and exploring ways in which limited police powers can be designated to volunteers to boost their effectiveness**
  - **Embrace opportunities to broaden the skills pool within the police service– utilising opportunities such as secondments, enhanced training and apprenticeships as well as volunteering**
  - **Deal fairly, efficiently and transparently with matters of professional standards and conduct - setting high standards of behaviour, supporting police officers and staff to meet those standards and taking timely action where standards fall short of what is expected to resolve the matter and promote organisation learning**
  - **The PCC will work with the Chief Constable to actively explore ways to increase the proportion of non-location specific roles within the force and to examine how to increase the proportion of units and roles that are based in Cornwall to aid recruitment and help reflect communities.**

### Productive partnerships

Through this plan the PCC and the Chief Constable commit to support and grow partnerships – exploring all opportunities to keep the public safe within communities and improve efficiency and effectiveness. Partnership activity and collaboration sits at the heart of this plan's key priority – in terms of the supportive role that the PCC and the Chief Constable will play in local communities.

The PCC and the Chief Constable are open to all opportunities for greater co-location, information sharing and joint service delivery which will improve the quality of work, prevent crimes from occurring, improve detection and speed up processes if financially and operationally viable.

- **The PCC and the Chief Constable will work closely with and support a broad range of partnership activities, including working with CSPs, safeguarding boards, mental health services and health and wellbeing boards on issues such as vulnerability, violence and the prevention of suicides – championing their work, challenging action and working with them to solve problems, prevent crime and harm and to support victims and their families.**
- **The PCC and the Chief Constable will fully implement the strategic alliance with Dorset – putting service improvement and efficiency at the centre of this work and delivering the projected annual savings on full implementation.**
- **The PCC and the Chief Constable will formalise and expand the collaboration programme with local fire and rescue services – seeking deep operational collaboration across the organisations where it provides benefits for communities.**
- **The PCC and Chief Constable will focus on identifying new ways to share back office functions to generate savings as well as exploring ways to provide better services for communities and protect people at risk of abuse and those who are vulnerable. A clear plan for blue light collaboration will be in place by September 2017.**

### 3. Measuring success under the plan

The PCC has set a number of strategic measures and indicators to guide the work under this plan.

These are not performance targets – but will enable the PCC and the public to consider and assess the extent to which the objectives of the plan are being achieved and to

direct future activity. Many of the measures are qualitative in nature and will be assessed through surveying – as they are designed to assess the levels of connection between communities and policing, prevention of future crime and the experience of victims in Devon, Cornwall and the Isles of Scilly.

The PCC recognises that the provision of clear and transparent information on the performance of the police is important to the public and to partners. It builds confidence and improves awareness - helping them to understand the nature of crime, the work of the police and to raise issues and concerns.

As part of the commitment in the *Local Policing Promise* to ensure policing is 'informative' the PCC will ensure that clear information on crime levels, surveys and performance against published service standards in areas such as 101 will be made available to the public.

The PCC will also publish an update report every six months reporting on progress against the achievement of the actions set out in this plan. Alongside these measures the PCC will also take particular regard of HMIC findings and reports on Devon and Cornwall Police.

### Assessment of progress on the key priority

The assessment will be through a localised qualitative survey based on HMIC's 2016 *Public views on policing* survey. This will allow results in Devon, Cornwall and the Isles of Scilly to be base-lined with national data.

National baseline: July 2016

Local baseline: Early 2017

Local final assessment: Autumn 2019.

### Strategic measures

A series of strategic measures will be regularly assessed

- i. Regular qualitative surveying of the public to gain views on key questions from the baseline survey during the lifetime of the plan.
  - a. "Overall, how well informed do you feel about what the police in your local area are doing?"
  - b. "How confident are you, if at all, that you could easily speak to or access police services in your local area.....
    - If you (or someone else) needed help in an emergency?
    - If you (or someone else) needed help in a non-emergency?
    - If you (or someone else) wanted to make contact with your local policing team?
  - c. "In general, how good a job do you think the police are doing?"

- ii. Repeat victimisation overall - percentage of victims of any offence who have reported an offence in previous 12 months.
- iii. Victim experience – new qualitative measure being developed to replace the current victim satisfaction survey.
- iv. Repeat offending overall - %age of offenders of any offence who have committed an offence in previous three years.
- v. Percentage of 101 non-priority calls answered within 10 minutes.
- vi. Percentage of 999 emergency calls answered within 10 seconds.

### Supplementary strategic indicators

A series of supplementary strategic indicators are being put in place to support and inform the PCC's understanding of progress under the plan.

- i. Attendance times for immediate calls for service (this will be developed following completion of the attendance times review listed in the plan's key priority).
- ii. Regular qualitative surveying of additional questions in the HMIC survey
  - a. "In the past 12 months how effective, if at all, do you think the police in your local area have been at each of the following.....
    - Tackling ASB
    - Protecting those at greatest risk of harm
    - Reducing crime
    - Investigating offending
    - Preventing offending.
  - b. "The police in this area would treat you with respect if you had contact with them for any reason."
  - c. "The police in this area treat everyone fairly regardless of who they area."
  - d. "Before this interview were you aware of PCCs?"
- iii. Staff and volunteer wellbeing and engagement (measure on procedural fairness and emotional energy to be developed – drawn from national surveying of police workforce by Durham University).
- iv. Complaints effectiveness – assessing speed and quality of resolution by survey.
- v. Benefits realisation – focus on technology, alliance, partnerships and estates – measure under development to assess the extent to which the organisation is delivering expected efficiency benefits.
- vi. *Value for Money* – HMIC profiles
  - officer cost per head population



- staff cost per head population.
- vii. OPCC efficiency measure from the *Value for Money* profiles
  - OPCC cost per head population.

## 4. Approach to Scrutiny

The PCC is directly accountable to the public for the delivery of the Police and Crime Plan. It is important that the public is kept well informed on developments and progress whilst knowing where to access further information should they require it.

The PCC recognises the importance of public accountability and wishes to ensure there are clear arrangements in place for the public to be kept updated on progress and where to seek further information should they require it.

It is the PCC's role to hold the Chief Constable to account for the people of Devon, Cornwall and the Isles of Scilly. The PCC will scrutinise activity across a broad range of areas – such as complaints, use of force and the service provided to victims as well as financial efficiency and how ICT change is being delivered. The OPCC will publish an



Accountability and Scrutiny Programme that will spell out clearly how the PCC will carry out these activities.

The Police and Crime Panel is charged with scrutinising the PCC. This is an important part of the democratic process – holding the PCC to account on behalf of the public. The PCC is fully supportive of the Panel’s role and will work collaboratively with the Panel.

## 5. The *Policing Vision 2025* and its link to the *Police and Crime Plan*

Devon and Cornwall Police has responsibilities set out by the Home Secretary for its contribution to delivering the Strategic Policing Requirement – the Home Secretary’s assessments of the most serious threats facing the UK.

Alongside this the National Police Chief’s Council (NPCC) and Association of Police and Crime Commissioners (APCC) has collectively committed a *Policing Vision* for the next decade. This sets out broadly the direction that PCCs and CC’s have agreed for the medium term.

Whilst the *Policing Vision* is not a statutory document, it provides a helpful direction to ensure police forces across England and Wales share a collective understanding of the direction the service intends to take for the future.



The Police and Crime Commissioner and Chief Constable both fully support the ambition set within the *Policing Vision 2025* and accordingly, this *Police and Crime Plan* has been prepared with that in mind.



**THE OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR DEVON AND  
CORNWALL AND THE ISLES OF SCILLY**

Closed FOI Section 22

**SAFE, RESILIENT AND CONNECTED  
COMMUNITIES**

Police and Crime Panel Meeting  
Friday 3rd February 2017  
Report of the Police and Crime Commissioner

**Proposed Precept, Budget and Medium Term Financial Strategy (MTFS)  
2017/18 - 2020/21**

*This report considers the future four year financial position for the PCC and Chief Constable and presents the following council tax recommendation for consideration by the Police and Crime Panel:*

*My proposal is for a 1.99% increase in the police element of the council tax for the 2017/18 financial year.*

*This report has been produced in full consultation with the Chief Constable.*

**Executive Summary of this Medium Term Financial  
Strategy by Alison Hernandez**

**1.Introduction**

- 1.1 This is my first budget since taking office and I have attempted to ensure that it is progressive, modernising, sustainable and financially balanced. As Commissioner I have been determined to maximise the resources available to the Chief Constable to deliver my plan.
- 1.2 My vision for policing is set out in the Police and Crime Plan 2017-2020 'Safe, Resilient and Connected Communities'. This is to ensure that we transform policing in Devon and Cornwall through increasing the number of police

officers and investing in changed working practices to provide better more responsive local services. The Chief Constable has set out his proposals for operational policing, his letter to me dated 19 January 2017 is attached to this report as Appendix 6. I support the operational proposals that the Chief Constable has decided to implement and I am delighted that we have been able to do this through this new approach. Where previously it was planned to reduce police officer numbers over four years by 118 (4%) in Devon & Cornwall we can now fund an increase of 94, which is 2% above current force numbers. These operational proposals from the Chief Constable will see a reduction over time in PCSO numbers, which we plan to achieve through natural turnover. Alongside this an important range of other investments are proposed.

- 1.3 Over the past few months I have commissioned a complete overhaul of our budget processes. Through this process I have been able to ensure that all available funds are used to support local policing. Specifically I am proposing the following actions
  - 1.3.1 To increase the police precept this year by 1.99% and to plan similar increases for the following three years.
  - 1.3.2 To release £11.2m from reserves to fund operational running costs. The opportunity has been taken to use these reserves to fund operations over a sustained period.
  - 1.3.3 To adjust our attitude to risk by providing a realistic set of financial planning assumptions over the next four years.
  - 1.3.4 To reduce our level of revenue reserves down to £16.9m thus ensuring that running costs are not diminished by needing to fund one-off expenditure that can be funded through reserves.
- 1.4 This new Medium Term Financial Strategy will enable the Chief Constable and I to deliver on the important programme of work set out in the Police and Crime Plan. Through the Plan and this Financial Strategy, we will deliver a number of key improvements to the policing service that the public have asked for. We will focus on better connecting policing with the communities it serves – ensuring local policing is accessible, responsive, informative and supportive. We will focus on prevention and on protecting people at risk of abuse. When people do become victims of crime we will ensure that they receive the help and support they need to move forward with their lives. To deliver all of this we must transform and modernise our policing approach – improving our systems and making better use of technology to release policing resources back to front line activities. This Medium Term Financial Strategy provides the platform for this transformation.
- 1.5 In many ways we are fortunate – policing has had a better settlement than some areas of the public sector – allowing us to look more towards investment and improvement than was possible in the first half of this decade. However we still face challenges. We will see a cumulative reduction in central grant

of £4.5m over the next four years and face a rising cost base – as we find funds locally to meet national cost base changes in areas such as pay awards, increments, apprenticeship levy and pension contribution rates.

- 1.6 I remain focused on achieving savings and the Chief Constable will deliver a further £9.8m of savings by 2020/21. Devon and Cornwall have a strong track record of achieving savings with £54.4m saved since 2009. Significant future savings will be delivered through regional collaboration and the strategic alliance with Dorset which have been reflected in this Medium Term Financial Strategy. However, this budget will provide a cash increase over the next four years of £30.3m.
- 1.7 I have worked closely with the Chief Constable and the two Chief Financial Officers to construct these budget proposals. The Chief Constable has stated in a letter to the PCC that ‘the [force budget] proposal also ensures I deliver my obligations in respect of national policing as detailed within your plan and provides sufficient resources to deliver the force’s corporate plan....my budget proposal can be funded by a combination of central grant, a 1.99% increase in the council tax and the use of reserves at the levels previously discussed’
- 1.8 The following tables show the key financial information relating to the four year budget requirement, the precept increase and the workforce numbers and composition:

**Table 1: Executive Financial Summary**

Ref	Summary	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
1.1	<b>Grant</b>	179.0	177.9	176.8	176.8
1.2	<b>Council Tax</b>	105.4	107.8	111.1	114.5
1.3	<b>Reserves</b>	0.4	4.5	5.5	0.8
1.4	<b>Funding Available</b>	<b>284.8</b>	<b>290.2</b>	<b>293.4</b>	<b>292.1</b>
1.5	Budget Requirement 2016/17 - Base	282.7	282.7	282.7	282.7
1.6	Unavoidable changes in costs (see Appendix 1)	4.8	9.5	13.1	12.7
1.7	Budget Requirement before Police and Crime Plan Priorities	287.5	292.2	295.8	295.4
1.8	Police and Crime Plan Priorities (development	3.1	4.5	5.8	6.5

	opportunities see Appendix 1)				
<b>1.9</b>	<b>Budget Requirement after Police and Crime Plan Priorities but before Savings</b>	<b>290.6</b>	<b>296.7</b>	<b>301.6</b>	<b>301.9</b>
1.10	Savings	(5.8)	(6.5)	(8.2)	(9.8)
<b>1.11</b>	<b>Total Budget Requirement</b>	<b>284.8</b>	<b>290.2</b>	<b>293.4</b>	<b>292.1</b>

1.9 The effect on the council tax of this proposal is set out in full at Appendix 3, the impact on band D council tax is as follows:

**Table 2: Council Tax**

The following table shows the increase in the council tax precept proposed in this paper and both the weekly and monthly increase.

Ref	Valuation Band	2016/17	2017/18	Increase	Increase per week	Increase per month
2.1	D	172.84	176.28	1.99%	+ 6.6p	+ 34p

[Note: cost per month is based upon 10 instalments]

1.10 This 1.99% increase coupled with increases in the council tax base, annual savings and the use of reserves provides funding for additional officers by 2020/21. The officer numbers are 151 more than contained in the current 2016/2017 MTFs, and 94 more than the actual number in the force at September 2016. These changes are shown in the following table.

**Table 3 Proposed People Numbers –Movement from September 2016 to those proposed in this report.**

Ref	People	2016/17	2017/18	2018/19	2019/20	2020/21	Total Change
3.1	Police Officers	30/9/2016	2,944	2,963	2,982	3,000	30/9/2016
		2,906					94
3.2	Police Staff	1,784	1,862	1,816	1,792	1,779	(5)
3.3	PCSOs	339	260	227	186	145	(194)
<b>3.4</b>	<b>Total</b>	<b>5,029</b>	<b>5,066</b>	<b>5,006</b>	<b>4,960</b>	<b>4,924</b>	<b>(105)</b>

1.11 This table shows that there are projected to be 94 additional officers than are currently employed. This staffing distribution has been made possible through the additional funding from precept, reserves and adjusting the priorities within the workforce. Whilst the Chief Constable has proposed reductions in some areas of the workforce this is to supplement the

increased staffing budget made available by the Commissioner to achieve increases in key areas.

**Table 4: Proposed People Numbers-Movement in 2020/21 from the previous MTFS.**

Ref	People	2020/21 Previous MTFS 1/4/2020	2020/21 Proposal	Change
4.1	Police Officers	2,849	3,000	151
4.2	Police Staff	1,725	1,779	54
4.3	PCSOs	360	145	(215)
<b>4.4</b>	<b>Total</b>	<b>4,934</b>	<b>4,924</b>	<b>(10)</b>

This table shows that this proposal contains 151 more officers than projected one year ago.

- 1.12 These changes are covered in more detail in the Chief Constable’s explanation of the workforce composition at appendix 6.

## 2 National Funding – Overview

- 2.1 The referendum result in June has led to a new Prime Minister and importantly for policing a new Home Secretary. On 23 November 2016 the Chancellor of the Exchequer announced the Autumn Statement. This was the first economic statement given by the Government since the vote to leave the European Union and the key issues for national funding were:

- The Government has abolished its target for public spending to be in budget surplus by 2019/20.
- The Office for Budget Responsibility (OBR) forecast for the public finances has deteriorated since the 2016 budget based upon lower tax revenues and a poorer economic outlook.
- The OBR predicts that the Consumer Price Index (CPI) measure of inflation will rise to 2.3% in 2017/18 and drop back to 2% in 2020/21.

- 2.2 There are a number of areas beyond the level of central government grant in this MTFS (see Section 4) that are cost sensitive to changes in the wider economy. These are:

- The interest earned on the reserves which is linked to the bank base rate.

- Employers pension costs which are reliant upon the performance of pension fund investment and the yields on government gilts.
  - The fall in the value of sterling against the Euro and the dollar has led to some additional inflationary costs. As nearly 80% of the MTFs budget costs are employment related and linked to the governments' public sector pay limitation of 1% until September 2020 these costs are relatively protected from the external influences of the wider economy. The most significant impact is likely to be on fuel and computer products.
- 2.3 All these factors have been assessed when setting the underlying projection assumptions for the MTFs.
- 2.4 The relative stability in Central Government funding is welcome. However significant uncertainty remains over future police funding in terms of the grant allocation formula. The Policing Minister, Brandon Lewis announced in November 2016 that the Home Office is once again reviewing the central government police grant formula. A previously proposed revised formula would have resulted in £15m being removed annually from the Devon and Cornwall police grant, (despite all of the rational arguments to the contrary, not least from my office). These proposals were eventually withdrawn as flawed.
- 2.5 My team are fully engaged with this new national process. We have considerable expertise in Devon and Cornwall and my team is working closely with the Chief Constable's team to feed in ideas and comments to the national technical and steering groups. I am personally involved and have representation on the Home Office's Senior Sector Group. The national work is planned to report towards the end of February 2017 and the impacts are therefore not included within this budget report. The possible negative effects are however considered when reviewing the adequacy of Revenue Reserves.

### **3. Budget Proposal Overview**

- 3.1 Since my election in May I have concentrated upon the development of my Police and Crime Plan for 2017-2020 'Safe, Resilient and Connected Communities'. I was fortunate to inherit healthy reserves and a four year balanced police budget from the previous Commissioner. My budget proposal includes the funding for all policy directions contained within my plan. The budgetary process I instigated this year was designed to rigorously analyse all ongoing policy initiatives to ensure that they are in line with the plan, to challenge budgetary assumptions that were sometimes overly prudent and also to identify those areas where unavoidable increases are necessary to examine how they can be minimised.

The Police and Crime Plan is a requirement of the Police Reform and Social Responsibility Act 2011 (PRSR). The strategy used by the PCC and Chief Constable to produce this MTFs is based upon the delivery of the following key objectives as discussed at the Panel Meeting of 9<sup>th</sup> December 2016:



- **Connecting our communities and the police – through a new Local Policing Promise to ensure policing in the local area is ‘Accessible, Responsive, Informative and Supportive’**
  - **Preventing and deterring crime – so we can stop people becoming victims of crime and help them move on with their lives**
  - **Protecting people at risk of abuse and those who are vulnerable – safeguarding the vulnerable and keeping them safe from harm**
  - **Providing high quality and timely support to victims of crime to help them recover and to get justice by improving the criminal justice system**
  - **Getting the best out of the police – making best use of our resources, supporting and developing our workforce and working well in partnership with others**
- 3.2 Through the Plan and this Financial Strategy, we will deliver a number of key improvements to our policing service in direct response to what the public have told me they want.
- 3.3 It is my intention to maximise the available resources to policing through a proposed 1.99% increase in council tax, raising an extra £2m in 2017/18 and setting a precept strategy that proposes a similar increase for the following three years.
- 3.4 Significant reserves were accumulated in previous years, This was a conscious decision given that at one time a combination of Treasury forecasts and proposed funding formula changes suggested reductions of £50m were needed; reserves were held to help manage the savings that would be needed as a result. The increase in police funding announced in December 2016 and the rejection of the flawed funding formula changes in 2015 mean I have been able to release significant reserves to the revenue budget since my arrival, as well as to support investment expenditure. Full details of the reserves are contained in Appendix 2.
- 3.5 In return for making an additional £11.2m available from revenue reserves and an increase in council tax to the Chief Constable, I have asked how this money is to be spent on changed priorities and new growth and justified in the delivery of my plan.
- 3.6 In maximising the budget resource to the front line there is further work to achieve at a detailed level and I have therefore focused the detail of this four year budget presentation on the first year, 2017/18 while still setting out my expectations of the necessary savings and other actions in broad terms for the whole four year period. Given the uncertainties of future planning assumptions the final year in each of the detailed financial tables is shown in italics.

- 3.7 In order to limit the amount of detail within this report, the appendices contain more information on, the budget requirement, the proposed savings to be made the reserves and detailed council tax changes within bands.

## **4. Conclusion and Recommendations to the Police and Crime Panel**

- 4.1 This report considers the future four year financial position for the PCC and Chief Constable and presents the following council tax recommendation for consideration by the Police and Crime Panel:
- 4.2 The PCC's proposal is for a 1.99% increase in the police element of the council tax for the 2017/18 financial year.

## **Detailed Report**

### **5. Government Funding - Detail**

- 5.1 Funding for the police service was not mentioned in the 2016 Autumn Statement and departmental budgets were left untouched for 2017/18. The Provisional 2017/-18 Police Finance Settlement was announced by the Minister for Policing Brandon Lewis MP on Thursday 15 December 2016.
- 5.2 The settlement for 2017/18 is based upon the Spending Review of the previous year where the Chancellor announced that the local police budgets would be maintained at "current [2015/-16] cash levels" – assuming that PCCs maximised their potential to raise funding through the precept. In line with departmental totals remaining constant and the police grant formula review underway 2017/18 is again a one year settlement leaving the following two remaining years of the spending review with uncertainty about base funding levels. The maximum increase in council tax for the year without holding a referendum remains at 1.99%.
- 5.3 The Home Office continues to apply the concept of a flat precept and grant cash settlement. This assumes a 1.4% cash reduction in grant on the previous financial year, however the ability to raise council tax by 1.99% is assumed to offset this reduction in overall funding terms.
- 5.4 In arriving at the cash grant figure in 2017/18 further adjustments have been made. It is assumed for 2017/18 that the tax base for each police organisation will have grown by 0.5% and that there will be a 42% increase in the Police Transformation Fund top-slice. The transformation fund is awarded to PCCs on the basis of a bids process. However that grant cannot be used to fund day to day policing activities and is dependent upon ministerial decision making in future years.

- 5.5 This has resulted in additional reduced central grant funding of £0.5m in 2017/18 and in each of the remaining three years of the plan when compared with the current MTFS figures.
- 5.6 It should be emphasised that once again the Home Office have provided a one year settlement with no clear indication of funding in the subsequent years. In terms of 2018/19 and beyond, the Home Office have however indicated that they are considering ways to ensure that any introduction of the new funding formula would maintain the “flat cash” principle (taking into account precept and grant). If this approach were adopted very early indications are that this may increase the level of top-slicing for Devon and Cornwall (removing funds centrally before grant allocations).
- 5.7 The effects of reductions through top slicing at a national and local level in 2017/18 are shown in the following table:

**Table 5. Overall changes in the national top-slice and specific effect on Devon & Cornwall**

Ref	National Top Slice	2016/17 £m	2017/18 £m	Increase/ (Decrease) £m	% Increase
5.1	PFI	73	73	0	0
5.2	Police Technology Programme	284	417	133	47
5.3	Arm’s Length bodies	58	54	(4)	(7)
5.4	Response to organised crime	0	28	28	-
5.5	Transformation fund	132	175	43	33
5.6	Special Grant	25	50	25	100
5.7	Pre charge Bail	0	15	15	-
5.8	<b>Total</b>	572	812	240	42

Ref	Devon and Cornwall Share Of Top Slice	2016/17 £m	2017/18 £m	Increase/ (Decrease) £m	% Increase
5.9	PFI	1.7	1.7	0	0
5.10	Police Technology Programme	6.6	9.7	3.1	47
5.11	Arm’s Length bodies	1.4	1.3	(0.1)	(7)
5.12	Response to organised crime	0	0.7	0.7	-
5.13	Transformation fund	3.1	4.1	1.0	33
5.14	Special Grant	0.6	1.2	0.6	100
5.15	Pre charge Bail	0	0.4	0.4	-
5.16	<b>Total</b>	13.4	19.1	5.7	42

5.8 Nationally grants for capital expenditure have reduced from £82m in 2016/-17 to £77.2m for 2017/-18, the reduction for Devon and Cornwall £197,000 from £1.301m in 2016/-17 to £1.104m in 2017/-18.

5.9 Further details at force level are awaited in respect of the central funding for Counter Terrorism.

5.10 The following table shows the net reduction of 1.4% in overall police funding from the current year:

**Table 6. One Year Change in Central Grant Funding**

Ref	Description	2016/17 £m	2017/18 £m	Change £m	Change %
6.1	Home Office and DCLG funding	165.8	163.5	(2.3)	(1.4)
6.2	Legacy Council Tax Grants and benefit funding	15.5	15.5	0	0
<b>6.3</b>	<b>Total</b>	<b>181.3</b>	<b>179.0</b>	<b>(2.3)</b>	<b>(1.4)</b>

5.11 This is extended to a four-year position in the following table, however there is considerable uncertainty about these funding figures and they are based at this point on the best interpretation of limited figures.

**Table 7. The Estimated Four Year Funding Position – Central Grant**

Ref	Description	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
7.1	Central Grant Funding £m	179.0	177.9	176.8	176.8
7.2	Cumulative cash reduction in grant funding	(2.3)	(3.4)	(4.5)	(4.5)
7.3	Cumulative % cash reduction in grant funding	(1.4%)	(2.0%)	(2.5%)	(2.5%)

5.12 The figures for 2017/18 are subject to Parliamentary approval in February 2017. No increase in grant reduction is forecast for 2020/21.

5.13 The Government's aim of "real term protection for police funding" is achieved through an assumed increase of the police precept.

5.14 The following table shows the total cash funding position for grant and council tax income over the four-year period of the MTFS.

**Table 8. The Estimated Four Year Total Funding Position – Total Funding Before Reserves**

Ref	Description	2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
8.1	Central Funding	181.3	179.0	177.9	176.8	176.8
8.2	Council tax increase at 1.99%	99.4	103.0	106.3	109.6	113.0
8.3	Estimated surplus on Council Tax Collection	2.1	2.4	1.5	1.5	1.5
<b>8.4</b>	<b>Total Funding</b>	<b>282.8</b>	<b>284.4</b>	<b>285.7</b>	<b>287.9</b>	<b>291.3</b>
8.5	% cash change in funding year on year		0.57%	0.45%	0.77%	1.18%
8.6	Total increase over the period					3.0%

5.15 The table above shows that in total, income will rise in cash terms by £8.5m or 3.0% over the four year period based on the assumption that council tax is increased by 1.99% in 2017/18 and 2% thereafter and that the tax base continues to increase over the period.

## 6. Detailed Total Budget Requirement

### Background to the Budget requirement

- 6.1 The CSR 2010 imposed a 20% reduction in central government funding and between 2010 and 2016 £54.4m of savings were made.
- 6.2 Police Officer numbers have reduced from 3,500 before the CSR to a projected 2,924 at 31 March 2017, a total reduction of 576 officers. The introduction of Police Act provision A19 (forced retirement of officers over 30 years' service) between 2010 and 2012 removed significant numbers of officers, and associated costs, from the base budget. The remainder of reductions have been achieved through natural wastage
- 6.3 Police Staff numbers have also reduced by 522 since 2009.
- 6.4 There have also been significant reductions in vehicle, ICT, equipment and estates costs over that time.
- 6.5 The overall revenue position for 2016/17 indicates a potential underspend of circa £1.9m in the current year. A full review of 2017/18 expenditure has

been undertaken in preparing the budget to ensure that any underlying under spend is fully reflected in future years budget assumptions. The Chief Constable has identified a number of priority areas to reallocate this underspending. In the main this has enabled additional funds to be spent on improved ICT in the command centre and expansion of mobile data devices to support efficiency

**Financial Planning Assumptions**

6.6 Budget assumptions have been made in the following areas:

- Inflation.
- Pay awards.
- The capital programme and force investment (which affects revenue costs and new borrowing).
- The Council Tax base
- Staff Pension Contributions

**Inflation**

6.7 The budget requirement assumes that the following levels of inflation are applied to the base budget expenditure levels:

**Table 9. Assumed Inflation Rates applied to the MTFS**

Ref	Inflation Category	17/18 %	18/19 %	19/20 %	20/21 %
9.1	Pay (effective September each year)	1.0	1.0	1.0	1.0
9.2	Utilities	5.0	5.0	5.0	5.0
9.3	Fuel	5.0	5.0	5.0	5.0
9.4	Council Tax Base	1.2	1.1	1.1	1.1

6.8 This shows that pay is the most significant inflation factor. For budget lines held locally no inflation will be added thus reducing the amounts available. This will result in a real terms cut in the budget concerned and contributes to the overall level of efficiency savings.

**Table 10. Assumed Employers Pension Contribution Rates**

Ref	Pensions:	2016/17 %	2017/18 %	2018/19 %	2019/20 %
10.1	Police Officers Home Office	24.2%	24.2%	24.2%	24.2%
	Police Staff Local Government Pension Scheme	15.3%	17.5%	17.5%	17.5%

6.9 Police pensions contribution rates are set by central government, and police staff pensions contributions rates are set by the pensions provider (Devon County Council). A triennial pension review was carried out in 2016 for police staff and this has resulted in increased contribution rates from 2017/18 amounting to £1m per annum.

6.10 At the current time the future contribution rate is uncertain as formal actuaries advice has not yet been received. Taking into account a transfer to the pensions scheme of £5m to repay past funding deficits and detailed discussions with the actuaries on their initial projections an estimated 17.5% contribution has been assumed. This represents a significant and higher than expected increase in pensions costs; the combined rate under the previous valuation was 15.3% and it had been expected that this would step up increments of 0.5% per annum to a maximum of 16.8%.

### **Pay Awards**

6.11 The 2015 Spending Review proposed a pay restraint of 1% for both officers and staff for four years commencing in September 2016. This change is applied consistently to police officers, PCSOs and police staff. There may be pressure for increases above 1% in September 2020, however as this would only be a six month increase in this MTFs and is not reflected in the budget at this stage.

### **Council Tax Base**

6.12 The council tax base which consists of the total value of properties by band continues to increase each year in the South West due to inward investment. This is expected to be at an average rate of 1.1% per annum realising an additional £1m each year.

## 7. The Overall Budget Preparation

7.1 The budget process for 2017/18 reflected the request of the new Commissioner to understand what expenditure items were included in the existing MTFs. This resulted in a base budget review and consideration of the overall budget requirement comprising the following steps:

- Identification of unavoidable changes in costs arising from the budget assumptions and other factors for example the introduction of the apprenticeship levy. These are detailed in Appendix 1.
- Identification of priority spending areas that are essential to delivery of the Police and Crime Plan and to improving the long-term efficiency of the service and these are set out in Appendix 1.
- Consideration of workforce plans in order to determine the workforce mix over the four years to match the resource available. These plans continue to be developed between the PCC and the Chief Constable.

7.2 Table 11 sets out the impact of these changes on the budget requirement.

**Table 11. The Budget Requirement 2017/18-2020/21**

Ref	Summary	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
11.1	Budget Requirement 2016/17	282.7	282.7	282.7	282.7
11.2	Unavoidable changes in costs (see Appendix 1)	4.8	9.5	13.1	12.7
11.3	Budget Requirement before Police and Crime Plan Priorities	287.5	292.2	295.8	295.4
11.4	Police and Crime Plan Priorities (development opportunities see Appendix 1)	3.1	4.5	5.8	6.5
11.5	Budget Requirement after Police and Crime Plan Priorities but before Savings	<b>290.6</b>	<b>296.7</b>	<b>301.6</b>	<b>301.9</b>
11.6	Savings	(5.8)	(6.5)	(8.2)	(9.8)
11.7	<b>Total Budget Requirement</b>	<b>284.8</b>	<b>290.2</b>	<b>293.4</b>	<b>292.1</b>

### Savings Plans

7.3 Over the next four years it is anticipated that expenditure will still need to reduce by £9.8m (3.4%) in order to fill the gap shown in Table 11 above.



These are significant savings, coming as they do on top of the £54m already saved since the start of austerity.

- 7.4 Where possible non-staff savings are maximised in order to protect public services. These include further reductions in vehicle numbers and costs following the introduction of vehicle tracking systems, and the estates rationalisation strategy being led by the OPCC.
- 7.5 The Strategic Alliance continues to be a main driver to identifying the officer and staff reductions that need to be made over the next four years. The risks of successful implementation are high and dependent on the agreement between four corporation soles, technical and legal complexity and ambitious timescales. Reducing cost through design rather than crude halts in recruitment has been a real strength in the savings programme to date.
- 7.6 The PCC has assumed direction and control of the Estates department and the new 10 year capital programme reflects this change. A sum of £5m is allocated to provide funding for commercial schemes on surplus police station sites and will only be used on sites which provide a return on capital greater than 5%.
- 7.7 Key to the overall budget preparation however is the adjusted workforce plan which halts PCSO recruitment and reinvests this money, together with the support from reserves and council tax, which I am supplying, in PRISM, civilian investigators and additional officers. Details are contained in Appendix 1 and Appendix 6.
- 7.8 Table 12 sets out the savings plans and more detail is also given in Appendix 1.

**Table 12. Summary of Main Savings Items**

Ref	Item	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
12.1	<b>Ongoing Savings Plan</b>				
12.2	Police Staff / PCSO reviews	2.0	3.1	4.3	5.6
12.3	Non Staff Costs	1.0	0.8	1.3	1.2
12.4	One off costs removed	2.8	2.6	2.6	3.0
12.5	Total savings from Savings Plan	<b>5.8</b>	<b>6.5</b>	<b>8.2</b>	<b>9.8</b>

- 7.9 The impact of savings on the overall Budget position is set out in the table 13 below:

Table 13. Overall Budget position

Ref	Item	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
13.1	Funding Available				
13.2	Budget Requirement after Police and Crime Plan Priorities but before Savings	290.6	296.7	301.6	301.9
13.3	Total savings from Savings Plan	(5.8)	(6.5)	(8.2)	(9.8)
<b>13.4</b>	<b>Budget Requirement after savings</b>	<b>284.8</b>	<b>290.2</b>	<b>293.4</b>	<b>292.1</b>
143.5	<i>NB: Funding contribution from Reserves</i>	(0.4)	(4.5)	(5.5)	(0.8)
143.6	<i>Budget requirement net of additional transfer from reserves</i>	284.4	285.7	287.9	291.3

### The Main Budget Components

The total budget requirement is built up of three main areas:

- The Chief Constables Budget
- The OPCC Office Budget and Commissioning Budget
- The Capital Budget;

#### 7.10 The Chief Constable's Budget

- (a) The PCC owns the overall budget and the PCC is responsible for all income and sets the overall expenditure envelope. During the financial year the Chief Constable's Budget is under the delegated control of the Chief Constable who monitors and manages its day-to-day spending.

Table 14 .The Chief Constable's Budget

Ref		2016/17 Budget £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
14.1	Chief Constable's Budget	278.1	279.2	284.3	288.2	287.3

- (b) Delivering the Police and Crime Plan and the force mission relies on longer term planning than a single year. As in previous years the Chief Constable's Budget is presented in the context of the future four-year MTFs to ensure that any potential funding risks can be mitigated by operational savings within the timescale required. The respective Chief Finance Officers have worked together and are in agreement on the inflation and other assumptions built

into the budget proposals. The proposals are based upon the likely funding over the following three years, annual 2% increases in council tax and the risk-based reserves position in section 8 of this report.

- (c) Policing requirements have radically changed. The rise of social media and the internet has meant the public, and indeed criminals, communicate and operate in a way that visible policing in itself does not impact. Public and governmental expectations around child sexual exploitation, cybercrime and historical sex abuse require specialist resources that are not in ready supply; the Peninsula Strategic Assessment highlights these areas along with domestic abuse and alcohol related harm. The savings to date in officer and staff numbers have meant that specialist skills to address these issues are in short supply within the force.
- (d) *An explanation of change in workforce composition to deliver the police and crime plan and address changes in crime demand are included at Appendix 6. The following tables summarise the changes in workforce from the 2016/17 MTFS and the position at September 2016.*

**Table 15 Proposed People Numbers –Movement from September 2016 to those proposed in this report.**

Ref	People	2016/17	2017/18	2018/19	2019/20	2020/21	Total Change
15.1	Police Officers	30/9/2016	2,944	2,963	2,982	3,000	30/9/2016
		2,906					94
15.2	Police Staff	1,784	1,862	1,816	1,792	1,779	(5)
15.3	PCSOs	339	260	227	186	145	(194)
<b>15.4</b>	<b>Total</b>	<b>5,029</b>	<b>5,066</b>	<b>5,006</b>	<b>4,960</b>	<b>4,924</b>	<b>(105)</b>

This table shows that there are projected to be 94 additional officers than are currently employed.

**Table 16: Proposed People Numbers-Movement in 20/21 from the previous MTFS.**

Ref	People	2020/21 Previous MTFS 1/4/2021	2020/21 Proposal	Change
16.1	Police Officers	2,849	3,000	151
16.2	Police Staff	1,725	1,779	54
16.3	PCSOs	360	145	(215)
<b>16.4</b>	<b>Total</b>	<b>4,934</b>	<b>4,924</b>	<b>(10)</b>

This table compares the proposals in this report for officer numbers in 2020/21 with the proposals set out in the previous MTFS.

- (e) The change in officer numbers arises due to:
- The Strategic Alliance savings to be achieved through efficiencies in officer numbers.
  - The impact of the new workforce plan, in which the overall mix of new recruits, transferees and police staff investigators results in an effective increase in officer numbers.
- (f) In summary the budget includes as part of the Police and Crime Plan priorities:
- An increase in officers
  - Additional specialist police staff investigation roles
  - Additional specialist skills for PRISM
  - Trials for a new model of neighbourhood policing
  - Continued development of the role of specials and volunteers
  - Reductions in PCSO numbers due to changing demand needs through retirement, re-deployment or leaving.
- (g) The Chief Constable, having worked closely with the PCC to construct these budget proposals has stated: ‘My budget proposal can be funded by a contribution of central grant, a 1.99% increase in the Council tax and the use of reserves’

### 7.11 OPCC Office Budget and Commissioning Budget

- (a) The Office of the Police and Crime Commissioner (OPCC) budget is under the control of the Police and Crime Commissioner in addition to the funds that she controls for commissioning purposes. The changes in these budgets are detailed below.
- (b) The following table shows the forecast for the OPCC office costs budget and the commissioning budget:

**Table 17. The OPCC Budget Forecast**

Ref		2016/17 Budget £m	2016/17 Forecast Actual £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
17.1	OPCC budget	1.63	1.65	1.6	1.6	1.7	1.7
17.2	% change		0.3%	0%	1%	1%	0%

- (c) The forecast outturn for 2016/17 year shows a minor overspend of £20k. Over the longer term the move to Middlemoor has reduced the base budget. Even after inflation is taken into account.
- (d) The budgeted OPCC costs are expected to reduce *in real terms* by £113k between 2013/14, (the first full year of a PCC), and 2017/18. This represents savings of 7%. These changes reflect a reduction in establishment, the move to Middlemoor and the use of consultants for specialist work only.
- (e) The following table shows the total commissioning budget, which includes the allocation of internal funding in addition to specific grants from MOJ and the Home Office.

**Table 18. The Commissioning Budget Forecast**

Ref		2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
18.1	Commissioning base budget	2.9	3.1	2.8	2.9	2.7

- (f) The total non-delegated budget under the PCC's control is shown in the following table:

**Table 19 The Total OPCC and Commissioning Budget Requirement**

Ref		2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
19.1	Total OPCC and Commissioning Budget Requirement	4.5	4.7	4.4	4.6	4.4

[The MOJ funding allocation has not been received at this point.]

## 7.12 The Capital Budget

- (a) The Joint Management Board have considered the capital programme in September and December 2016 and proposed a new ten year plan. This plan contains fully funded proposals for the construction of a new custody suite at Exeter, a five year repair programme for Middlemoor and specific funding to enable the income from decommissioned sites to be maximised.
- (b) Table 20 provides a summary of the proposed four year capital programme.

Table 20 .The Proposed Capital Programme

Ref		2017/18 £000's	2018/19 £000's	2019/20 £000's	2020/21 £000's	Total £000's
	<b>Capital Expenditure</b>					
20.1	ICT	4,292	3,441	6,044	6,096	
20.2	Vehicles	1,995	1,936	1,653	2,058	
20.3	Equipment	1,885	200	200	200	
20.4	Estates	3,986	4,255	4,300	1,530	
20.5	Middlemoor Strategy	1,000	1,000	1,000	1,350	
20.6	Exeter Criminal Justice Centre	800	8,200	13,800	2,000	
20.7	<b>Total Spending</b>	<b>13,958</b>	<b>19,032</b>	<b>26,997</b>	<b>13,234</b>	<b>73,221</b>

	<b>Capital Financing</b>					
20.8	Long term borrowing	2,437	9,800	13,320	1,350	
20.9	Capital Grant	1,076	1,076	1,277	1,576	
20.10	Revenue Reserves	4,793	5,001	4,731	6,608	
20.11	Capital Receipts	5,652	3,155	7,669	3,700	
20.12	<b>Total Financing</b>	<b>13,958</b>	<b>19,032</b>	<b>26,997</b>	<b>13,234</b>	<b>73,221</b>

- (c) The most significant capital development is the decision to proceed with a new custody and operational hub for Exeter. This is expected to be partially funded from the partial sale of the surplus land at the Middlemoor site. Additional borrowing will be required to complete this and other projects. It is planned to increase debt financing by £10 m in 2019/20. Any commercial development undertaken could potentially increase this by a further £5m.
- (d) In financing the programme opportunity has been taken to review the financing of the local Government Pension fund deficit. The Commissioner has agreed to repay £5m of this deficit subject to actuarial valuation. This represents a quarter of the past deficit. This is expected to save 4% per annum and will be reflected in lower revenue pension contribution costs.
- (e) The annual revenue costs associated with this programme are contained within the annual budget base expenditure costs. By 2020/21 this will increase financing costs by £788,000 per annum at this point. The level of capital financing costs as a percentage of net revenue expenditure will be 1.3% which compares with the average for all 43 forces. The funding policy of the PCC is to ensure that short life assets are funded by capital receipts or revenue contributions and this plan reflects these later contributions. The financing plan aims to make the maximum use of temporary internal borrowing from revenue reserves until they are used in the budget plan. Movements on reserve are shown at Appendix 2

- (f) For the purposes of clarity, the amounts included within the capital programme, and sources of funding for the Exeter Criminal Justice Centre, and Strategic Policing Hub scheme, are shown below.

<b>Projection</b>	
<b>as at 31/03/20201</b>	
	<b>£000's</b>
Total Expenditure Projection	24,800
<u>Funded by:</u>	
Borrowing	17,300
Capital Receipts	<u>7,500</u>
	24,800

## 8. Review of Reserves & Risk Assumptions

8.1 The main financial risks contained on the joint force/OPCC risk register are as follows:

- There could be insufficient grant and council tax by 2020/21 to fund the Police and Crime plan
- The review of Home Office formula grant funding in February 2017 introduces further annual losses of grant.
- The Chancellor's future economic projections could be affected by the referendum causing lower growth and falling tax receipts causing reduced departmental funding for policing.
- The council tax referendum cap may be reduced to levels below that contained in the MTFS (i.e. 1.99%) for 2018/19 onwards.
- The ever increasing top-slice funding in future years further depletes resources without reciprocal benefit to the revenue budget.
- The allocation of commissioning grant does not provide a worthwhile amount for service delivery.
- That the 1% pay restraint announced in 2015 is relaxed in 2020/21.
- Financial reserves are targeted as part of central financial policy.
- The council tax base does not increase as assumed.

8.2 In addition to these wider risks the following areas are kept under review.

- Central funding levels for 2017/18 to 2020/21 are below that included in the Medium Term Financial Strategy
- Increased funding required for the Force change programme
- Revenue savings not delivered on time
- Business planning and financial planning unaligned
- Increases in long term interest rates
- Over reliance on internal borrowing to temporarily fund the capital programme
- Budget uncertainty through assumption changes
- Major incident cost overrun
- Government expectations to include other services such as fire in the PCC remit

- Further cost transfers from the centre (e.g. Emergency Services Network and IT company costs)
- Reductions in local authority funding placing pressure on the police service
- Opening up of old crimes especially around CSE
- Severance costs increased from those planned exceeding budget; and
- Possible impacts of the A19 legal appeal.

8.3 These risks inform the reserves policy.

8.4 At 31<sup>st</sup> March 2016, Devon and Cornwall Police held reserves, provisions and balances of £70.7m. These are broken down by type in the table below:

**Table 21. Total Reserves and Their Use.**

Ref	Reserve Type	31/03/2017 £m	31/03/2016 £m	Notes
21.1	Revenue Support Fund	14.5	12.3	Specific use identified
21.2	Other Earmarked Reserves	28.0	45.2	Specific use identified
21.3	Capital Reserves	4.2	4.7	May only be used for capital purposes
21.4	Provisions	1.4	2.3	Fully committed
21.5	General Balances	13.6	6.2	Used to address specific financial needs
<b>21.6</b>	<b>Total</b>	<b>61.7</b>	<b>70.7</b>	

8.5 Earmarked reserves relate to specific projects or liabilities, where the anticipated extent of the liability, and the timescales involved, are estimated. Reserves have been set aside for significant areas and items of expenditure, and will be brought into revenue in the year in which expenditure is incurred.

8.6 The use of capital reserves relates to setting aside unused capital finances that are expected to have been received, but not applied, in any year. It is currently expected that this will relate to unused capital grant and capital receipts. These reserves may only be used for capital purposes.

8.7 Provisions are made for liabilities where there is a reasonable projection of the amount required and the timescale involved. Provisions are accounted for in the year in which the provision is made, and future liabilities funded from this.



8.8 General balances cover the general financial risks faced by the Force. This will include unexpected or unavoidable additional costs, such as a major operations, uninsured liabilities, or treasury management risks.

### 8.9 Restructure Of Risk Between Reserves And Balances

(a) Earmarked reserves include three specific reserves which are held to cover general risks. The financial liability that the risks present may or may not be realised, and the amounts held are estimates. These reserves are:

**Table 22. Earmarked Reserves for a Specific Liability**

Ref	Reserve Type	Transferred to	31/03/2016 £m
22.1	Workforce Modernisation Reserve	Revenue Support Fund	3.7
22.2	Police Officer Ill Health Reserve	Revenue Support Fund	1.6
22.3	Major Operations Reserve	General Balances	2.4
<b>22.4</b>	<b>Total</b>		<b>7.7</b>

(b) As the actual extent of the risks covered by these reserves, and the timing of any call on them, if any, is unknown these reserves have been discontinued as specific reserves, with the risks provided for in the Revenue Support Fund and General Balances. The total funding on these reserves excluding any funding already planned to transfer to revenue for expected liabilities, is £7.7m. This transfer is included in the Revenue Support Fund and the General Balances figures shown at Table 21.

(c) In addition to these transfers the following adjustments are also made:

- The transfers to/from Balances and the Revenue Support Fund include a £5.0m transfer from the Capital Financing Fund to General Balances to ensure that General Balances are sufficient to meet unexpected events and financial risk factors. The capital funding can be replaced in part by an increase in forecast capital receipts – e.g. the receipt from the part sale of the Middlemoor Site.
- £3.0m is transferred from the Revenue Support Fund to Earmarked Reserves to provide for a replacement extended ledger system, expected to be procured in 2020/21

### 8.10 Planned Use of Reserves

(a) Earmarked reserves, capital reserves and provisions all have a planned use to cover risks or liabilities. General balances provide a source of funding for more general risks facing the organisation.

- (b) The key risks and liabilities covered by reserves and provisions are shown in the Table 28. In each case, the timing and amount cannot be exactly predicted, but the figures shown reflect the latest assessment of potential cost, and in each case it is currently expected that they will be required by the end of 2020/21.

The following table shows the reserves provision after all transfers have been made

**Table 23. Projected Reserve Levels to 31/03/2021**

Ref	Reserves	% of net expenditure at 31 March 2017	31 March 2018 £m	31 March 2019 £m	31 March 2020 £m	31 March 2021 £m
23.1	General Balances	4.8%	13.6	13.6	13.6	13.6
23.2	Earmarked Reserves: Revenue Support Fund and Other Reserves	15.0%	35.9	26.2	13.4	3.3
23.3	Sub total Revenue Reserves	<b>19.8%</b>	<b>49.5</b>	<b>39.8</b>	<b>27.0</b>	<b>16.9</b>
23.4	Specific capital reserves	1.5%	1.3	0.4	0.1	9.1
23.5	Provisions	0.8%	2.3	2.3	2.3	2.3
23.6	Total	<b>22.1%</b>	<b>53.1</b>	<b>42.5</b>	<b>29.4</b>	<b>28.3</b>

- (c) Decisions to delay several business cases in the Strategic Alliance means some annual one off shortfalls in the MTFs are inevitable. The Revenue Budget Update Report sets out the appropriations from balances required to balance the Revenue budget over the period of the MTFs these total £11.2m and are set out in Table 24.

**Table 24. Contributions to and From Reserves from the Revenue Support Fund**

Ref	Summary	2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m	Total Net Movement £m
24.1	Total budget requirement from Table 11, line 11.7	282.7	<b>284.8</b>	<b>290.2</b>	<b>293.4</b>	<b>292.1</b>	
24.2	Total Funding from Table 13, line 13.6	<b>282.7</b>	284.4	285.7	287.9	291.3	
24.3	Contribution to( ) and From Reserves	0	0.4	4.5	5.5	0.8	11.2

### 8.11 Adequacy of Reserves

- (a) Table 25 provides a historical perspective of reserve holdings over the last 45 years and the forecast position for the current year.

**Table 25. Historical Summary of Revenue Reserve Trends**

Ref	Type	2011/12 £m	2012/13 £m	2013/14 £m	2014/15 £m	2015/16 £m	2016/17 £m
25.1	Earmarked	22.3	32.0	43.8	59.0	50.7	42.5
25.2	General	6.2	6.2	6.2	6.2	6.2	13.6
<b>25.3</b>	<b>Total</b>	<b>28.5</b>	<b>38.2</b>	<b>50.0</b>	<b>65.2</b>	<b>56.9</b>	<b>56.1</b>

Note: The definition of general reserves has changed resulting in a higher figure for general reserves in 2016/17, as explained above in 8.9(b).

- (b) The doubling of reserves between March 2011 and March 2014 is a product of the continuing underspends in these years. It has been a conscious policy, to increase these reserves by underspendings based upon a review of specific financial risks. They have also been increased in order to provide transitional support fund monies thus allowing time for savings that need to be made.
- (c) If Devon and Cornwall is compared with organisations with similar sized budgets, i.e. with gross revenue budgets within the range of £250m-£350m the percentage that total reserves represent in comparison with spending is shown in the following table:

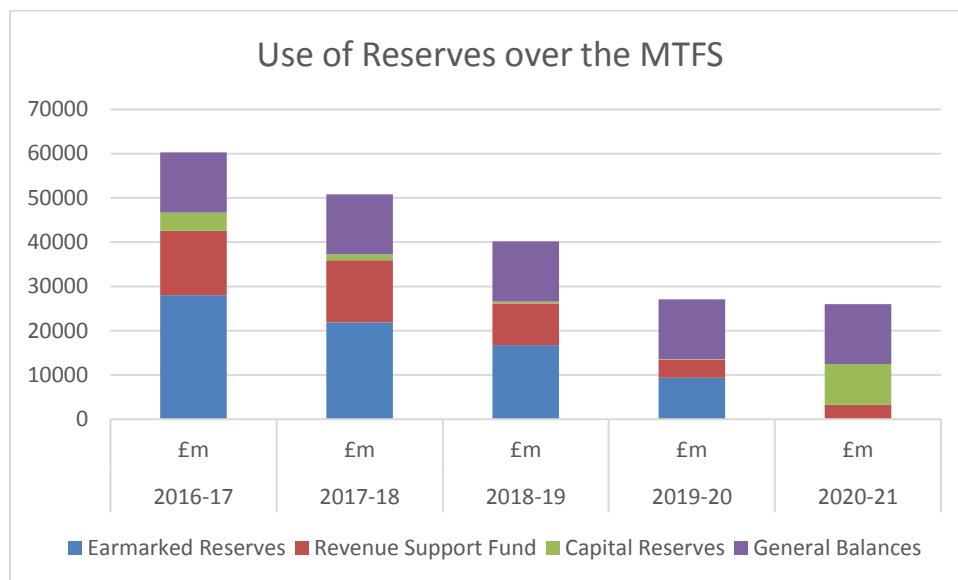
**Table 26. Comparison of total reserves as a % of Net Revenue Budgets**

Ref	No of PCCs £250m to £350m	Devon and Cornwall	Group	Variance
26.1	11	21.1%	15.8%	5.3%

- (d) Reserves are based upon the risks individual policing organisations face, these do not always correlate to budget size and therefore benchmarking can only be a broad indicator. A significant feature of Devon and Cornwall reserve funding since 2010 is the contributions made into the revenue support fund in order to smooth the effect of budget reductions between years. £14m of this funding is destined in the four years from 2017/18 for use on infrastructure improvements to deliver better services.

- (e) The following table shows how the PCC expects to use resources over the next four years. This assumes increased revenue contributing to capital schemes and keeping a level of funding in the support fund to cover any losses through formula funding.

**Table 27. The Use of Reserves**



- (f) If the formula funding reductions do not materialise then the support fund will be used to finance capital expenditure or reduce borrowing in years 2017/18-2020/2021. This will be the subject of a full review of reserve usage.

### 8.12 Assessing Adequacy

- (a) Table 23 shows that current expected use of earmarked reserves would suggest that a significantly reduced balance of £28.3m may be available by the end of 2020/21. This balance relates primarily to the General Balance and the Revenue Support Fund (total £16.9m) and Capital Receipts and Capital Grants Unapplied (total £9.1m).
- (b) The Joint Management Board report in December 2016 recommended that a sum of £5.0m could be paid to the Local Government Pension Scheme in order to reduce the pension fund deficit. This would reduce the balance on the General Balance and the Revenue Support Fund.
- (c) Full information on Earmarked Reserve and General Balances are provided in Appendix 2.
- (d) In addition to the risks covered by earmarked reserves, there are further, unquantified risks and liabilities. The main sources of funding for these risks are the Revenue Support Fund and General Balances.

- (e) The key financial risks are summarised below. For each, an assessment of potential risk is shown, but clearly, in each case the actual risk could be significantly different, and an assessment of these risks will need to be reviewed regularly. Full details of each risk are set out at Appendix 4.

**Table 28. The Financial Risks**

Ref	Identified Risk	£m's
28.1	Funding Formula Review / Further Funding Cuts	12.0
28.2	Major Operations	2.8
28.3	Uninsured Liabilities	2.0
28.4	Treasury Management	1.5
28.5	Other Unexpected Expenditure / Working Capital	4.0
28.6	<b>Total Financial Liability</b>	<b>22.3</b>

- (f) The actual limit of general risks, such as major operations or uninsured losses, could of course actually be significantly more than the assessment shown. Risks around significant major operations in particular are increasing, with increased reliance on more costly resourcing options such as overtime or mutual aid.
- (g) If such a significant risk were realised, further funding would be sought in the first instance by re-prioritising the use of earmarked reserves.
- (h) The above risks can be mitigated by two key funding allocations. The first is General Balances, which exists to cover the general financial risks faced by the Force, such as major operations, uninsured liabilities, or treasury management risks. The second is the Revenue Support Fund, which was set up specifically to help mitigate the effect of the savings in central funding, and in particular to offset the potentially considerable negative effect of any formula funding review.

Table 29. The Funding Available to Mitigate Risk:

Ref		Revenue Support Fund £m's	General Balances £m	Total £m
29.1	General Balances and Revenue Support Fund – No repayment of the pension fund deficit as this could be offset by borrowing.	3.3	13.6	£16.9 m
29.2	Financial Liability from Table 28			£22.3 m
29.3	% funding of liability			85%
29.4	Underfunding			£5.4m

- (i) The total funding available on General Balances and Revenue Support Fund does not fully meet the assessed risks and liabilities.
- (j) It is highly likely that the Revenue Support Fund will be used in full to either partly mitigate the extent of future funding reductions, or to finance the effect of slippage on Strategic Alliance, or both. General Balances will then stand to offset wider risks to the organisation.
- (k) The above reserves, provisions and balances have been tested against the main identified financial risks. Table 29 shows an underfunding of £5.4m. On the basis of the above, and given that risk calculation is not an exact science, the reserves and balances generally cover known liabilities and commitments and provide adequate cover for unknown liabilities at the assessed level for 2017/18.
- (l) Reserves will continue to be monitored and reviewed regularly throughout the year, with particular scrutiny during the next budget setting process.
- (m) The Treasurer as Section 151 officer confirms that these reserves provide an adequate level for 2017/18 given the identified financial risks in the budget.

## 9. Setting the Council Tax

- 9.1 In setting the council tax for 2017/18 the policing minister has given a clear indication in the funding settlement that no PCC will face a cash reduction if they maximise precept income. There is no council tax freeze grant available if a 0% increase in Council Tax is set. The maximum amount that the council tax can be increased by without triggering a referendum is 1.99% in line with government guidelines.
- 9.2 The budget forecasts contained in this report are based upon the assumption that the council tax will be increased by 1.99% in 2017/18. The following table shows the funding position if the council tax is increased in line with the ministers proposals. The following table shows the net council tax requirement and the tax revenues based upon the assumption that the tax base increases by an average of 1.1% per annum and that the surpluses on collection continue at current levels for the four year period.

**Table 30. The Council Tax Requirement**

Ref	Item	2016/17 £m	2017/18 £m	2018/19 £m	2019/20 £m	2020/21 £m
30.1	Total Budget Requirement from Table 11		284.8	290.2	293.4	292.1
30.2	Less					
30.3	Central funding from Table 8		179.0	177.9	176.8	176.8
30.4	Contribution to/ from reserves from Table 24		0.4	4.5	5.5	0.8
30.5	Surplus on the collection fund from Table 8	2.1	2.4	1.5	1.5	1.5
30.6	Total net council tax requirement at 1.99%		103.0	106.3	109.6	113.0

- 9.3 Devon and Cornwall Police have traditionally set council tax levels at the national average level for all 43 police forces. The following table shows the recent history in council tax rises over the past four financial years have been in line with government policy and have raised taxation levels on average by 6pence per week.

**Table 31. Past Trends in Council Tax Increases**

Ref		2013/14	2014/15	2015/16	2016/17
31.1	Council Tax Increase	2%	1.99%	1.99%	1.99%

9.4 In comparison with forces that are in a similar group the following table show that Devon and Cornwall 2016/17 precept is currently 11.6% below the average band D council tax level for PCCs in the most similar group and 3.1% below the national average. This shows that even if all forces did not raise their current council tax levels by 1.99% in 2017/18 and D&C did the current comparative position of D&C below both these levels would be maintained.

9.5 Table 33 shows that if the council tax were raised in 2017/18 by a further 1.99% the force would be the second lowest level in the region a position it has held for at least the last four years

**Table 32: Comparison with HMIC Most Similar Group (MSG) 2017/18**

Ref	Year	Devon and Cornwall Band D*	National Average	MSG Group	Variance from National average	Variance from MSG
32.1	2016/17	£172.84	£178.4	£195.6	3.1% below	11.6% below
32.2	2017/18**	£176.28	£181.75	£199.47	3.0% below	11.6% below

\* Based on 1.99% increase

\*\* Devon and Cornwall based on 1.99% increase, national average based on indicative levels

**Table 33. Comparison of Precept with Regional Forces**

Ref	Regional Comparison	2016/2017 Current £	Proposed Increase £	Expected Comparison 2016/17 £	% Different from Lowest
33.1	Gloucestershire	211.86	1.99	216.08	26.7
33.2	Dorset	190.83	1.99	194.63	14.1
33.3	Avon & Somerset	178.26	1.99	181.80	6.6
33.4	Devon and Cornwall	172.84	1.99	176.28	3.3
33.5	Wiltshire	167.24	1.99	170.57	0

[Not confirmed at time of publication]

This table shows that with a 1.99% increase in 2017/18 Devon and Cornwall will have the second lowest precept in the region.



## **10. Conclusion and Recommendations to the Police and Crime Panel**

- 10.1 In considering the full increase of 1.99% in council tax funding, the PCC has taken into account this year's funding settlement and is aware that funding for the force and OPCC will only keep pace with inflation at current levels if a precept rise of 1.99% per year is applied. Police funding is continuing to fall over this MTFS and the current level is based upon the Chancellor's predictions in the Autumn Statement being fulfilled. These predictions are far from certain especially if the national economic position deteriorate due to the effects of Brexit. In addition to the desire to keep budgets at current levels in real terms there are new and different demands being placed upon policing and resources need to be freed up to address these. If the Council Tax is not increased then further annual savings will have to be made in services to finance these changed priorities. Many of these new areas of policing require investment in new technology which require funding and before any operational savings can be generated. Increases in the council tax now will allow these investments to be made.
- 10.2 The CSR15 has set out a more or less flat lined settlement which was maintained in the 2016 Autumn Statement. Within that total there is considerable uncertainty over the future of the funding formula allocation and this could, at levels of £15m, remove up to 8% of annual funding allocation. In order to address this, reserves will be used to transition to new levels of base expenditure however these transition savings will be less harsh if council tax precept funding levels increase.
- 10.3 The PCC has also consulted the Chief Constable about her proposal to increase the council tax and the Chief Constable has made the following statement:
- 10.4 The Chief Constable has stated in a letter to the PCC that 'the [force budget] proposal also ensures I deliver my obligations in respect of national policing as detailed within your plan and provides sufficient resources to deliver the force's corporate plan....my budget proposal can be funded by a combination of central grant,a 1.99% increase in the council tax and the use of reserves at the levels previously discussed'
- 10.5 In proposing the 1.99% increase in council tax the increases in tax bands are contained in Appendix 3.

## **11. Recommendation to the Police and Crime Panel**

- 11.1 This report considers the future four year financial position for the PCC and Chief Constable and presents the following council tax recommendation for consideration by the Police and Crime Panel:

11.2 The PCC's proposal is for a 1.99% increase in the police element of the council tax for the 2017/18 financial year.

**Alison Hernandez**  
**Police and Crime Commissioner**  
**January 2017**

**Duncan Walton**  
**Treasurer**  
**January 2017**

## APPENDIX 1

## BREAKDOWN OF FOUR YEAR BUDGET PROPOSALS 2017/18 – 2020/21

	2017/18 £m's	2018/19 £m's	2019/20 £m's	2020/21 £m's
2016/17 Budget	282.7	282.7	282.7	282.7
<u>Plus Unavoidable Cost Increases / (Decreases)</u>				
Provision for Pay and Price Increases	2.8	5.6	9.3	12.5
Increments	3.5	6.0	8.5	11.0
Police Officer Turnover	(4.0)	(5.6)	(8.4)	(11.9)
Increases/Decreases in external income and specific grants	(0.6)	(0.1)	0.2	0.2
Increase in LGPS Employer Contribution	0.7	0.9	1.0	1.0
Changes in profile of Strategic Alliance Changes	0.9	1.1	0.2	(0.5)
Other pay changes	0.1	(0.9)	(0.8)	(0.8)
Apprenticeship Levy	0.5	0.5	0.5	0.5
Capital Financing	0.2	0.3	0.5	1.1
Other changes to non staff costs	0.7	0.5	0.2	(0.4)
ESN revenue Costs	0.0	1.2	1.9	0.0
	287.5	292.2	295.8	295.4
<u>Development Opportunities</u>				
Increase to 3,000 Officers over 4 years	0.3	1.2	2.3	2.8
Police Staff Investigators (30 17/18 & 18/19, 50 19/20 onwards)	0.1	0.1	0.7	0.7
ICT Convergence	(0.9)	(0.2)	0.2	0.8
Citizens in Policing	0.5	0.7	0.7	0.7
Sexual Offences Lawyers	0.3	0.3	0.3	0.0
OPCC Commissioning	0.2	0.2	0.2	0.2
Offender Pathways	0.4	0.8	0.0	0.0
Annual allocation to Business Board	0.1	0.1	0.1	0.1
Wellness initiatives	0.1	0.1	0.1	0.1
PRISM / Enhanced Resolution Team	1.4	0.6	0.6	0.5
Recruitment / training uplift	0.5	0.5	0.5	0.5
Support to Prevention Department	0.1	0.1	0.1	0.1
	3.1	4.5	5.8	6.5
<u>Savings</u>				
PCSO recruitment suspended (to 145 PCSOs by 31/03/21)	(2.0)	(3.1)	(4.3)	(5.6)
Forensics 25% price reduction	(0.3)	(0.3)	(0.3)	(0.3)
Non staff savings identified	(0.7)	(0.5)	(1.0)	(0.9)
One off costs in 16/17 removed	(2.8)	(2.6)	(2.6)	(3.0)
	(5.8)	(6.5)	(8.2)	(9.8)
<b>Total Budget Requirement</b>	<b>284.8</b>	<b>290.2</b>	<b>293.4</b>	<b>292.1</b>

#### 4 Year Reserves and Provisions (1 of 2) – Appendix 2

	Earmarked Revenue Reserves														
	Programme and Projects Reserve	Estates Development Reserve	Capital Financing Reserve	Strategic Alliance Reserve	Workforce Modernisation Reserve	Remuneration Reserve	Police Officer III Health	Major Operations Reserve	Budget Management Fund	Police and Crime Plan Reserve	Earmarked Revenue Reserves Excluding Revenue Support Fund	Revenue Support Fund	Earmarked Reserves incl Revenue Support Fund		
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000		
<b>Closing Balance 31/3/2015</b>	5,477	492	5,326	2,112	10,639	2,876	1,000	2,375	1,266	951	32,514	26,578	59,092		
<b>Closing Balance 31/3/2016</b>	4,625	1,259	18,955	9,139	5,111	0	1,930	2,375	774	1,087	45,255	12,268	57,523		
<b>2016/17</b>															
Budgeted contributions			750								750		750		
Budgeted applications	(504)			(357)	(1,240)		(370)		(774)	(120)	(3,365)		(3,365)		
Financing capital programme			(4,213)	(369)						(420)	(5,002)		(5,002)		
Transfers to General Reserves			(2,000)		(3,691)		(1,560)	(2,375)			(9,626)	2,251	(7,375)		
<b>Closing Balance 31/3/2017</b>	4,121	1,259	13,492	8,413	180	0	0	0	0	547	28,012	14,519	42,531		
<b>2017/18</b>															
Budgeted contributions			750								750		750		
Budgeted applications	(643)	(468)		(702)	(180)					(100)	(2,093)		(2,093)		
Support to Revenue Budget												(500)	(500)		
Formula Funding Changes													0		
Financing capital programme			(3,547)	(1,246)							(4,793)		(4,793)		
<b>Closing Balance 31/3/2018</b>	3,478	791	10,695	6,465	0	0	0	0	0	447	21,876	14,019	35,895		
<b>2018/19</b>															
Budgeted contributions			750								750		750		
Budgeted applications	(47)	(165)		(554)						(100)	(866)		(866)		
Support to Revenue Budget												(4,600)	(4,600)		
Formula Funding Changes													0		
Financing capital programme			(4,801)	(200)							(5,001)		(5,001)		
<b>Closing Balance 31/3/2019</b>	3,431	626	6,644	5,711	0	0	0	0	0	347	16,759	9,419	26,178		
<b>2019/20</b>															
Budgeted contributions			750								750		750		
Budgeted applications	(2,523)	(463)		(306)						(100)	(3,392)		(3,392)		
Support to Revenue Budget												(5,400)	(5,400)		
Formula Funding Changes													0		
Financing capital programme			(1,931)	(2,800)							(4,731)		(4,731)		
<b>Closing Balance 31/3/2020</b>	908	163	5,463	2,605	0	0	0	0	0	247	9,386	4,019	13,405		
<b>2020/21</b>															
Budgeted contributions			750								750		750		
Budgeted applications										(100)	(100)		(100)		
Other applications	(908)	(163)	(605)	(1,605)						(147)	(3,428)		(3,428)		
Support to Revenue Budget											0	-700	(700)		
Financing capital programme			(5,608)	(1,000)							(6,608)		(6,608)		
<b>Closing Balance 31/3/2021</b>	0	0	0	0	0	0	0	0	0	0	0	3,319	3,319		

## Year Reserves and Provisions (2 of 2) – Appendix 2

	Total Earmarked Revenue Reserves	Capital Reserves			Provisions				General Balances	Total Reserves Balances and Provisions
		Capital Grant	Capital Receipts	Total Capital Reserves	Insurance	Remuneration	Other	Total Provisions		
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>Closing Balance 31/3/2015</b>	<b>59,092</b>	<b>742</b>	<b>4,035</b>	<b>4,777</b>	<b>1,244</b>	<b>461</b>	<b>1,052</b>	<b>2,757</b>	<b>6,198</b>	<b>72,824</b>
<b>2015/16</b>										
Budgeted contributions	2,615									2,615
Budgeted applications	(3,040)									(3,040)
Other Spending										0
Grants and Contributions Received		2,291		2,291						2,291
Capital receipts				0						0
Financing Capital Programme	(2,074)	(1,993)	(349)	(2,342)						(4,416)
Transfers				0						0
Year End Appropriations	930				202	116	(809)	(491)		439
<b>Closing Balance 31/3/2016</b>	<b>57,523</b>	<b>1,040</b>	<b>3,686</b>	<b>4,726</b>	<b>1,446</b>	<b>577</b>	<b>243</b>	<b>2,266</b>	<b>6,198</b>	<b>70,713</b>
<b>2016/17</b>										
Budgeted contributions	750									750
Budgeted applications	(3,365)							0		(3,365)
Grants and Contributions Received		1,301		1,301						1,301
Capital receipts			883	883						883
Financing capital programme	(5,002)	(2,116)	(604)	(2,720)						(7,722)
Transfers	(7,375)					(577)	(243)	(820)	7,375	(820)
<b>Closing Balance 31/3/2017</b>	<b>42,531</b>	<b>225</b>	<b>3,965</b>	<b>4,190</b>	<b>1,446</b>	<b>-</b>	<b>-</b>	<b>1,446</b>	<b>13,573</b>	<b>61,740</b>
<b>2017/18</b>										
Budgeted contributions	750									750
Budgeted applications	(2,593)									(2,593)
Grants and Contributions Received		1,104		1,104						1,104
Capital receipts			2,790	2,790						2,790
Financing capital programme	(4,793)	(1,076)	(5,652)	(6,728)						(11,521)
<b>Closing Balance 31/3/2018</b>	<b>35,895</b>	<b>253</b>	<b>1,103</b>	<b>1,356</b>	<b>1,446</b>	<b>-</b>	<b>-</b>	<b>1,446</b>	<b>13,573</b>	<b>52,270</b>
<b>2018/19</b>										
Budgeted contributions	750			0						750
Budgeted applications	(5,466)			0						(5,466)
Grants and Contributions Received		1,104		1,104						1,104
Capital receipts			2,200	2,200						2,200
Financing capital programme	(5,001)	(1,076)	(3,155)	(4,231)						(9,232)
<b>Closing Balance 31/3/2019</b>	<b>26,178</b>	<b>281</b>	<b>148</b>	<b>429</b>	<b>1,446</b>	<b>-</b>	<b>-</b>	<b>1,446</b>	<b>13,573</b>	<b>41,626</b>
<b>2019/20</b>										
Budgeted contributions	750			0						750
Budgeted applications	(8,792)			0						(8,792)
Grants and Contributions Received		1,104		1,104						1,104
Capital receipts			7,550	7,550						7,550
Financing capital programme	(4,731)	(1,277)	(7,669)	(8,946)						(13,677)
<b>Closing Balance 31/3/2020</b>	<b>13,405</b>	<b>108</b>	<b>29</b>	<b>137</b>	<b>1,446</b>	<b>-</b>	<b>-</b>	<b>1,446</b>	<b>13,573</b>	<b>28,561</b>
<b>2019/20</b>										
Budgeted contributions	750			0						750
Budgeted applications	(4,228)			0						(4,228)
Grants and Contributions Received		1,468		1,468						1,468
Capital receipts			10,800	10,800						10,800
Financing capital programme	(6,608)	- 1,576	- 1,700	(3,276)						(9,884)
<b>Closing Balance 31/3/2021</b>	<b>3,319</b>	<b>-</b>	<b>9,129</b>	<b>9,129</b>	<b>1,446</b>	<b>-</b>	<b>-</b>	<b>1,446</b>	<b>13,573</b>	<b>27,467</b>

### Council Tax Information and Precept – Appendix 3

Council Tax Information and Precept						
			2017-18	2016-17		
			£	£		
Police Budget to be met from Council Tax			105,381,828	101,420,594		
Less net surplus on council tax collection from previous years			(2,389,244)	(2,077,800)		
Total precept payable by Billing Authorities			<u>102,992,584</u>	<u>99,342,794</u>		

Tax base, collection variations and precepts						
	Tax Base declared by Councils	Total Precept payable by Councils	Surplus (Deficit) on collection	Amount due from Councils	% share payable by Councils	
	£	£	£	£		
East Devon	57,477.00	10,132,045.56	179,681.20	10,311,726.76	9.80%	
Exeter	36,197.00	6,380,807.16	107,992.00	6,488,799.16	6.16%	
Mid Devon	27,876.12	4,914,002.43	38,956.00	4,952,958.43	4.70%	
North Devon	32,769.43	5,776,595.12	46,946.09	5,823,541.21	5.53%	
Plymouth	70,775.00	12,476,217.00	52,230.00	12,528,447.00	11.89%	
South Hams	37,379.62	6,589,279.41	123,000.00	6,712,279.41	6.37%	
Teignbridge	47,614.00	8,393,395.92	154,737.00	8,548,132.92	8.11%	
Torbay	43,694.50	7,702,466.46	279,000.00	7,981,466.46	7.57%	
Torridge	23,420.22	4,128,516.38	124,702.00	4,253,218.38	4.04%	
West Devon	19,948.77	3,516,569.18	111,000.00	3,627,569.18	3.44%	
Cornwall	185,757.08	32,745,258.06	1,171,000.00	33,916,258.06	32.18%	
Isles of Scilly	1,346.90	237,431.53	0.00	237,431.53	0.23%	
	<u>584,255.64</u>	<u>102,992,584.21</u>	<u>2,389,244.29</u>	<u>105,381,828.50</u>	<u>100.0%</u>	

Police element of Council Tax due for each Property Valuation Band						
Valuation band	Government multiplier		Council Tax by band		Increase per week	%
	Ratio		2017-18	2016-17		
A	6 / 9	0.667	£117.52	£115.23	+ 4.4 p	1.99%
B	7 / 9	0.778	£137.11	£134.43	+ 5.2 p	
C	8 / 9	0.889	£156.69	£153.64	+ 5.9 p	
<b>D</b>	<b>1</b>	<b>1.000</b>	<b>£176.28</b>	£172.84	+ 6.6 p	
E	11 / 9	1.222	£215.45	£211.25	+ 8.1 p	
F	13 / 9	1.444	£254.63	£249.66	+ 9.6 p	
G	15 / 9	1.667	£293.80	£288.07	+ 11.0 p	
H	18 / 9	2.000	£352.56	£345.68	+ 13.2 p	

**ANALYSIS OF RISKS AND LIABILITIES – Appendix 4 GENERAL BALANCES AND REVENUE SUPPORT FUND**

<b>Risk</b>	<b>Notional Liability</b>	<b>Detail</b>	<b>Mitigation</b>	<b>Reserve</b>
Funding Formula Review / Further Funding Cuts	£12.0m	<p>While the potential for further funding reductions, in excess of those already predicted within the current MTFs continues to exist, it is likely that the extent of any such challenges will be less than had been previously indicated, but is still expected to be considerable.</p> <p>The amount quantified to address this risk is shown at £12m, based on the amount remaining in the Revenue Support Fund at 31/03/16, with the intention that such funding could be used to 'smooth' the effect of funding reductions over more than one year.</p>	Extent of future cuts currently unknown. Government funding information will be assessed as available to assess future funding levels.	Revenue Support Fund
Major Operations	£2.8m	An annual allocation is included in revenue for the cost of major operations, and it is expected that in most years that would be sufficient. However, in the event of a particularly significant, high profile, operation, costs could easily exceed the revenue allocation.	Revenue funding. Potential access to Government grant for expenditure in excess of 1% of Force budgets, although this cannot be guaranteed	General Balances
Uninsured liabilities	£2.0m	The key uninsured liabilities would be those resulting from employment tribunals or judicial reviews. While often low level, these can have the potential to be significant.	Proactive assessment of risk, legal / HR involvement	General Balances
Treasury Management	£1.5m	Devon and Cornwall Police routinely invest funds to maximise return. Such investments will always carry a degree of risk, which is expected to be manageable within the parameters of the Treasury Management Policy. However, the Icelandic banking crisis of 2008 was one example where many investors, including many police forces, lost significant amounts of money.	Adherence to, and regular review of the Treasury Management Policy	General Balances
Other unexpected expenditure	£4.0m	Throughout the year, it is usual for expenditure plans to be revised, and requirements to change, which is all manageable through the usual budget monitoring process. It is equally possible for unplanned requirements to surface, for a variety of reasons, outside those already covered, or for income budgets to under-recover. For example, a mass return of seconded officers, or reductions in Driver Awareness Scheme income could have a significant effect on income budgets, or a higher than expected number of officers could retire on ill health grounds with associated costs.	Close, accurate, budget monitoring throughout the year, highlighting potential variances as soon as possible	General Balances
<b>Total</b>	<b>£22.3m</b>	<b>This represents 8% of the annual revenue budget</b>		

10 Year Capital Programme Appendix 5

	16/17	17/18	18/19	19/20	20/21	21/22	22/23	23/24	24/25	25/26
	£000	£000	£000	£000	£000	£000	£000	£000	£000	£000
<b>Capital Programme</b>										
Expenditure										
Vehicles	2,080	1,995	1,936	1,653	2,058	2,058	2,058	2,058	2,058	2,058
ICT	4,545	4,292	3,441	6,044	6,096	3,096	3,096	3,096	3,096	3,096
Estates excluding Exeter CJC Hub	2,247	3,986	4,255	4,300	1,530	3,530	1,530	1,530	1,530	1,530
Exeter CJC Hub	0	800	8,200	13,800	2,000	0	0	0	0	0
Middlemoor Programme	0	1,000	1,000	1,000	1,350	2,420	2,420	2,420	2,420	2,420
Other	332	1,885	200	200	200	200	200	200	200	200
<b>Total</b>	<b>9,204</b>	<b>13,958</b>	<b>19,032</b>	<b>26,997</b>	<b>13,234</b>	<b>11,304</b>	<b>9,304</b>	<b>9,304</b>	<b>9,304</b>	<b>9,304</b>
<b>Funding</b>										
Grant	2,116	1,076	1,076	1,277	1,576	1,389	1,385	1,385	1,385	1,385
Direct Revenue Funding	370	0	0	0	0	0	0	0	0	0
Capital Receipts	604	5,652	3,155	7,669	3,700	2,965	3,119	3,119	3,119	3,169
Use of reserves	5,002	4,793	5,001	4,731	6,608	1,000	850	850	850	800
Borrowing	1,112	2,437	9,800	13,320	1,350	5,950	3,950	3,950	3,950	3,950
<b>Total</b>	<b>9,204</b>	<b>13,958</b>	<b>19,032</b>	<b>26,997</b>	<b>13,234</b>	<b>11,304</b>	<b>9,304</b>	<b>9,304</b>	<b>9,304</b>	<b>9,304</b>



Appendix 6



**Devon & Cornwall Police**

By email

PCC Alison Hernandez

Shaun Sawyer  
Chief Constable  
Police Headquarters  
Middlemoor  
Exeter  
Devon  
EX2 7HQ

Telephone: 01392 226078

19 January 2017

Dear Alison

I am writing to formally accept and support your Police and Crime Plan 2017-2020. Having already written to you with my budget proposals for 2017 /18 and your ongoing support and commitment around our budgets, we will be able to deliver some key parts of your plan within the first year.

Together, the Police and Crime Plan and the budget proposals represent a definitive step forward in making this force sustainable and resilient for the 21<sup>st</sup> Century. It is clear in emphasising the importance of local connectivity with communities but also our key strategic partners within the peninsula, there is a particular focus upon modernising our services and aligning resources to the changing demand in our local, national and international policing landscape.

Demand on the police is changing. We are still facing the threats from organised crime and terrorism and must ensure we maintain and improve our capabilities to deal with this national threat. We are also facing the new and emerging threats from international cyber-crime and complex issues such as child sexual exploitation and modern slavery. These new threats require me to realign some of my services and staff. Traditional demands from safeguarding and local policing must be managed and new capabilities developed.

Together, over the next few years, we are looking to transform the way the police operate, and our innovative Police Response Investigation and Safeguarding Programme (PRISM) will change the way we work. This requires a significant cultural change within the force, building upon our strengths in respect of connectivity to our communities but also recognising that visibility is important in making people feel safe. Both visible and non-visible police resources keep people safe and I therefore warmly welcome our joint achievement in defining 'local policing' as part of that transformation. We will both have a role in ensuring that the public understand the totality of police resources which keep them safe, provided within the force but also nationally, as well as aligning the workforce to a true one-team approach.

We know that, on too many occasions, our service is inefficient at meeting rising and changing public expectations. In the digital age the public need to be kept up to date immediately and we know 25% of calls into the call handling centre are asking for updates and more information.

**Contact the police**

Emergency 999

Non-emergency [www.devon-cornwall.police.uk/reportcrime](http://www.devon-cornwall.police.uk/reportcrime)

✉ 101@devonandcornwall.pnn.police.uk 101

Follow us DevonAndCornwallPolice DC\_Police



PRISM aims to do things differently, increasing communication and connectivity with the public, increasing our ability to deal with issues at the first point of contact and using technology to improve and speed up our response, thereby freeing up front line staff. It is estimated that taking statements over the phone or web could release 60 thousand hours of response time – the equivalent of 30 police officers.

We will also be looking to develop our staff to meet the cyber threat and maintain our commitment to protect the vulnerable. Through the use of the additional budget, we will look to employ Police Staff Investigators (PSI's). My proposal is that 30 are employed this year, with more in the future, to enhance PIP 1 and 2 capability and to free up police officers to prioritise emerging threats and to focus on the more serious complex crimes.

Devon and Cornwall Police prides itself on its Neighbourhood Policing approach and style. As already mentioned, we will be maintaining the core elements of neighbourhood policing through our geographic structures but also retaining roles such as Sector Inspector, NTL, NBM and PCSO. Together, we consider the connectivity with our communities as the bedrock of how we operate, delivering both public legitimacy and support to what we do. This must however, be rationalised along with the totality of local policing resources to focus upon threat, risk and harm whilst also managing the tension of ensuring that our response times and critical operational capability is retained.

As you are aware, our front line has become very stretched over the past years of austerity. At the same time, demand has increased and the need for specialist capabilities, such as firearms officers and public order trained staff, has grown to meet the national and international threats.

Your budget enables me to maintain and become one of the few forces to actually increase our police officer numbers. We will commit these increased resources to front line delivery in our geography. This will include increasing our ARV capability, increases to our response capability and more officers delivering local policing.

In total, this will see the force increasing its strength by an extra 220 officers; 150 more than the previous medium-term plan, plus the equivalent of 30 through the PRISM team and 30 additional PSI supporting safeguarding.

However, even with your additional budgetary support and use of reserves, we will not be able to maintain our police numbers at the desired 3000 officers without looking to redesign and reprioritise our workforce. This will mean that we will need to move staff from existing roles, like PCSO's into the new investigation positions or into full time police officers.

Despite these gradual but substantial reductions in PCSO numbers over the next four years, we will maintain and develop our connectivity with our communities. We will ensure that all areas will have a named police officer(s). As part of my connectivity planning I will also be reviewing how to ensure that these named officers are more accessible to the public and partners when needed. We will ensure that the increased specialist officers, such as the ARV's, are part of our Local Policing teams and delivering visible and connected services in the geography.

As part of our commitment to improving connectivity, and to further support local policing, we will utilise your budget to invest over £1m this year to developing Citizens in Policing. The new Police and Crime Bill allows us to designate volunteers and wardens within communities, and this would help to mitigate the impact of PCSO's being redeployed into other policing areas. We aim to deliver an ambitious and flexible volunteer programme that will allow the public to support their police, undertaking roles that bring in the skills and interests focussed on their local communities.



We see volunteers embedded into our neighbourhood teams, but also communities building their own capacity to respond and manage down demand, not only on the police service but other emergency services as well.

We are, of course, working closely with Dorset Police through our Strategic Alliance. The significant savings and efficiencies we have delivered through this joint approach will continue and we will look to develop PRISM and our transformational change programme together with Dorset. We will also be looking to invest in new technology, including the Emergency Service Network and the roll out of mobile data. Where possible, we will take these significant capital programmes in partnership with others to assure we are delivering an efficient system, but one that is ready to meet the challenges of the future.

One of the key threats to this ambitious policy strategic and operational realignment will be the need to convey a narrative to the public and the workforce. Without this transformation and particularly as a peninsula force, Devon and Cornwall will be in danger of losing its direction and I am therefore grateful that your Police and Crime Plan has set a clear direction.

I look forward to working together on the delivery of this plan over the next five years, and I am committed to making Devon and Cornwall a safe, resilient and connected place.

Yours sincerely



Shaun Sawyer  
Chief Constable

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**Police and Crime Panel Meeting  
3 February 2017  
Report of the Police and Crime Commissioner**

**POLICE AND CRIME COMMISSIONER'S UPDATE REGARDING THE 101 SERVICE**

**1. Introduction**

This Performance Update presents an update on 101 performance since the beginning of 2016. The Panel will recall that the previous Police and Crime Commissioner challenged the Chief Constable to deliver significant improvement in the length of time that the public wait to get through to someone who can help in relation to non-emergency issues. The Chief Constable was set three specific objectives:

1. A sustainable and long term improvement in the service offering for non-urgent calls to the police to be delivered within a year.
2. A short-term uplift in performance and evidence of enabling activity to support delivery of the first objective within six months.
3. A specific reduction in the proportion of callers waiting for more than ten minutes in response to the additional resources made available by the Commissioner.

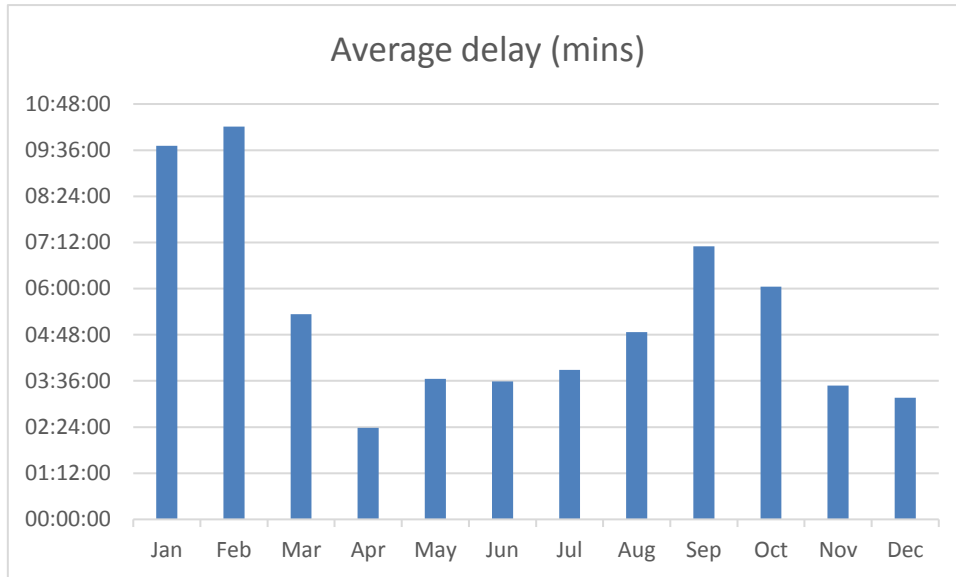
**2. Activity**

In response the Chief Constable implemented a Gold Group to address the issue with the same focus and commitment that is applied to any potential major incident. The Gold Group developed an action plan to deliver against the three objectives set out above. The key areas of activity described in the action plan were:

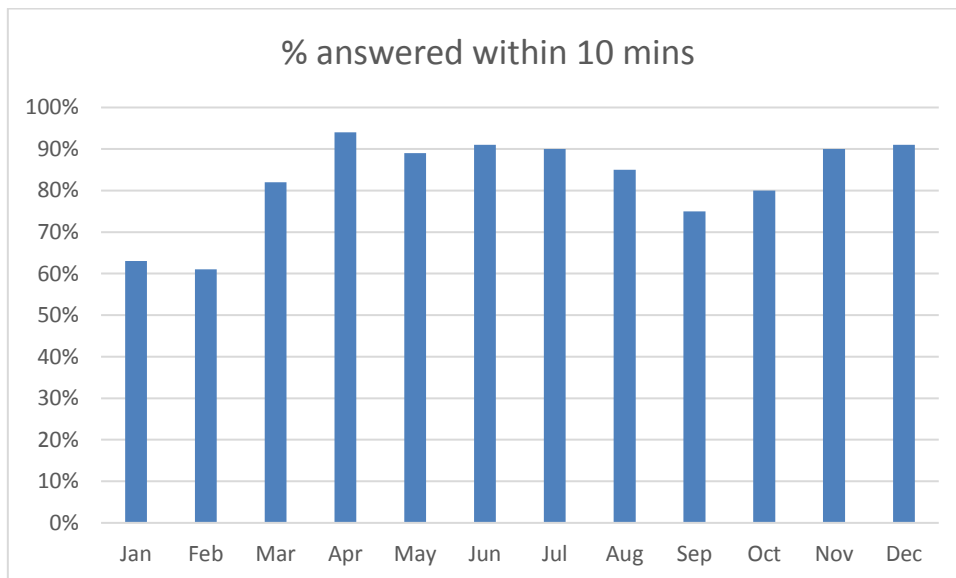
- Ensuring that appropriate performance management data is available to enable the Call Centre and the Commissioner to track performance. This includes the early introduction of call management and resourcing software that will facilitate live-time resource management decisions within the Call Centre.
- Reducing the volume of calls into the Call Centre through the promotion of direct dial options for high volume business areas (Custody for example), supporting the use of different contact channel (e-mail and web-report) and the introduction of technology to support greater self service call direction.
- Reducing the duration of calls by strengthening the support provided by specialist officers in the Call Centre to deal with complex calls, shifting background research functions away from the Call Centre, moving internal crime recording processes out of the Call Centre and addressing ICT barriers.
- The implementation of a new telephony system to support additional functionality.
- Addressing staffing issues

**3. Performance**

The action plan began to deliver improvements in average waiting times in March 2016. The average answer delay for non-urgent 101 calls was over 8 minutes in the six months to end of February 2016. In the six months to end of December 2016 this improved to 4 minutes. During the three months between March and June average answer times were below four minutes, rising to between four and five minutes in the peak summer season, July and August.



Similar improvements have been observed in the percentage of callers waiting for longer than 10 minutes.



A dip in performance is apparent in September and October. This is due to a number of concurrent exceptional demands increasing both demand into the Contact Centre and staff abstractions. This has now resolved.

#### 4. Future development

Ensuring that the police continue to deliver an acceptable level of performance to callers to the 101 service remains an imperative for the PCC and is a key issue for her Police & Crime Plan. The Police & Crime Commissioner will continue to monitor performance in this area and ensure that standards are maintained. Transparency of service quality is key. Under the new Police and Crime Plan the Chief Constable will publish performance standards for a full range of contact rates, including 101, by the end of March 2017 and will report regularly to the public on performance.

Further ICT system developments are underway which will enhance the 101 service. These will focus initially on the introduction of more effective workforce management systems that will allow resource to be better matched to demand, the introduction of webchat to divert further demand from the call centre and the introduction of IVR<sup>1</sup>.

#### Contact for further information

**Andrew White**

Chief Executive, Office of the Police and Crime Commissioner for Devon and Cornwall

[chiefexecutivesupport@devonandcornwall.pnn.police.uk](mailto:chiefexecutivesupport@devonandcornwall.pnn.police.uk)

Report prepared 18 January 2017

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<sup>1</sup> **Interactive Voice Response (IVR)** is an automated telephony system that interacts with callers, gathers information and routes calls to the appropriate recipient.

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**Police and Crime Panel Meeting  
3 February 2017  
Report of the Police and Crime Commissioner**

**OFFICE OF THE POLICE AND CRIME COMMISSIONER'S PERFORMANCE  
REPORT**

**1. Introduction**

In response to the feedback from the Police & Crime Panel in October 2016 this Performance Report presents a final update on a limited set of the performance measures set out in the previous Police and Crime Plan 2015/16. Going forward, following the publication at the end of January 2017 of the PCC's Police and Crime Plan "Safe, Resilient and Connected Communities" our reporting approach will be amended (as discussed in para 3 below)

This report is focused on the data in relation to the priority "To make our area a safer place to live work and visit – reducing the likelihood that people will become victims of crime".

As previously it includes the baseline data against each headline measure, plus attainment data unless otherwise stated for the 12 months to end of February 2016. This is followed by a narrative description of the presented data including additional explanatory material. Finally the report sets out the OPCC's judgement on police performance against each measure – using a red/amber/green grading to illustrate how strong or at risk the OPCC considers force performance to be against each measure.

A more detailed narrative about those measures that are currently showing as red against the expected attainment is contained in the following section.

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

The OPCC's assessment of performance to-date against the headline measures for the performance year ended 31<sup>st</sup> December 2016 is contained in Appendix 1.

The latest reported public confidence data indicates that the public of Devon & Cornwall has the highest rate of confidence in the police nationally.

Three performance measures are shown as not meeting the expected attainment level.

### **Domestic Abuse**

The previous Police & Crime Commissioner set an aspiration to increase public confidence to report domestic abuse. This has been monitored historically through the expectation that reported domestic-related crime and incidents would increase. Increases have been observed in relation to recorded domestic violent crime and sexual offences. These represent those domestic incidents that are at the more serious end of the spectrum of incidents and are the most easily recognisable by victims and witnesses as being abuse. The narrative that follows concerning the increase in violent crime equally applies to domestic-related violence. In particular the shift of harassment and intimidation offending into the online environment has driven much of this.

By contrast offences such as burglary and non-crime incidents have reduced. The considerations that drive victims to report and engage with the police or other partners are complex. Over the last two years we have sought to increase our understanding of this in collaboration with other stakeholders and by the introduction of victim surveys. Despite this it remains difficult to explain the differences in trends, especially in relation to non-crime incidents. This is an area which would benefit from further scrutiny from the Police & Crime Panel in future.

### **Other Violent Crime**

*Violence with injury* has increased against an expectation that the offending rate would reduce. A significant proportion of this increase is attributed to a focus on the recording of dangerous dogs act (1991) offences within this category. Violence with injury offences have increased by 2% in Devon and Cornwall compared with a national increase of 12%. This might indicate that further increases can be expected.

*Violence without injury* offences have increased by 17% in Devon and Cornwall compared to 30% in England and Wales overall. The increase in Devon & Cornwall is due to the addition of four new categories of offending that relate to online harassment to the home office counting rules. Offences recorded under these new categories almost entirely account for the increase in Devon & Cornwall.

Considerable work has been undertaken over the last two years to understand the nature, extent and changes taking place in violent crime in Devon & Cornwall. This has highlighted a number of significant emerging themes including violence among young people, neighbour disputes and non-domestic violence within the home. Alcohol remains a prominent theme throughout. The new Police and Crime Plan recognises the impact of alcohol, and the PCC will continue to work with partners to improve safety in the night time economies across our towns and cities.

### 3. Future performance reporting

A new suite of performance measures are being published to compliment the new Police and Crime Plan. Initially these will be reported to the Police and Crime Panel using the existing format although new and more publicly accessible formats are being explored. The performance management framework will see a shift towards using more qualitative data with a stronger emphasis on the views of the public. This is consistent with the feedback received from the public concerning the importance of ensuring that they feel more connected to local policing.

In addition, under the Police and Crime Plan, a greater range of information on performance will be available publicly.

Following the setting of clear public standards on 101, email, feedback to victims and witnesses etc we will be reporting regularly on performance against these standards. We will also move towards publishing more usable information on crime and other issues affecting local areas. We will consult with the Panel over the coming weeks to agree a reporting format for future meetings.

#### Contact for further information

**Andrew White**








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Report prepared 18 January 2017

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APPENDIX 1

Priority	Headline Measure	Aim	Baseline	Rolling 12 months to 31/12/2016	%age change	Narrative	OPCC 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*	59432	-7.9%	Trends in victim-based crime have previously been reducing steadily since August 2013. Performance over the 12 months to end of Decemberr 2016 is showing a reduction of 8% compared to the baseline three year average. However more recently trends in most offence categories have begun to increase. Particularly notable are increases in buirglary dwelling and violence categories which have increased in the last 12 months compared to the previous 12 months+G6. This is consistent with trends reported by other force areas.	
	Number of recorded domestic abuse crimes and non-crime incidents	Increased public confidence to report	27447*	23968	-12.7%	As anticipated the previously reported increasing trend is now showing a significant decrease. Reported domestic violence and domestic-related sexual offences including rape have increased. By contrast there have been reductions in burglary offences (14%) and non-crime incidents (16%) that are driving the reducing trend overall. Further work is needed to understand the implications of this, especially on victims willingness to report. The recently introduced service quality surveys should help to describe this further.	
	Number of recorded rape and sexual assault offences	Increased public confidence to report	1976*	3120	57.9%	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. Increases in Devon & Cornwall have been less than experienced elsewhere nationally.	
	Number of recorded hate crimes (and incidents?)	Increased public confidence to report	1116*	1336	19.7%	Hate crime and incidents for the year increased by 24% (n=1336) as compared to the previous 12 months. Recorded hate crime has increased by 33%. Notable increases in this area have occured specifically over the 4 months July to October. Although this increase hass reduced in the final months (November and December) of 2016 reporting remains above levels experienced in the previous 12 months. It is possible that the increase represents a specific response to the Brexit vote and a similar increase has been reported across the country.	
	Average time taken to answer FEC calls	Transformation of performance is required	8.8 mins	5 mins	-55%	There has been a significant improvement in the time taken to answer non-urgent 101 calls. In the three months before the start of the peak summer season answer time averages were in the region of 3 minutes. Over the peak summer period in July and August this rose but remained under 5 minutes. During November and December performance returned to the pre-summer level. We continue to monitor performance and work is continuing to ensure that this improvement is sustained.	
	%age of 999 calls answered in target	Current good performance of 87% of 999 calls answered in target should be maintained	87%+	96.00%	6.90%	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%+	72%	3%	Currently being attained	

To reduce the crime and harm caused by the misuse of alcohol	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*	4.9	11.4%	Current trends against the 3 year baseline suggest that violence with injury has increased albeit at a lower rate than has been reported elsewhere nationally (n=8279 in the last 12 months). This increase is against an expectation that it should reduce. Much of this increase is attributed to the addition of offences involving dogs to this category of crimes.	
	Number of most serious violence with injury offences per 1000 popn (excluding DA) <sup>2</sup>	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*	5.8	81.3%	Violence without injury remains a challenge to performance in Devon & Cornwall. The increase in violence without injury since April 2015 is attributed to the inclusion of new offence types including online harassment offences. Again increases in this category have been at a lower rate than reported elsewhere nationally.	
	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†	2.5	-7.4%	Alcohol is currently recorded as a factor in 27% of violent offences. However partner data suggests a much higher rate of influence. ARID data consistently indicates that alcohol is a factor in approximately 70% of cases presenting at A&E. This difference may be partially explained by the type and severity of violence that is reported through hospitals, however we continue to work with police and partners to build confidence in the data.	

Key

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

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



**Police and Crime Panel Meeting**  
**3 February 2017**  
**Report of the Police and Crime Commissioner**

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

This report draws the Police and Crime Panel's attention to a number of matters. This update is shorter than usual given it covers the Christmas period. The Commissioner would be happy to expand upon any of the issues covered, if helpful to Panel members.

**1. Policy developments**

*Police Funding Formula Review*

Significant work is continuing in this area. The Home Office review of the Police Funding Formula is working to a very challenging timetable. Although a final proposal is expected to go to the Minister in March, it is unclear when formal consultation will open. The Commissioner is scheduled to meet with the Minister on 2 February at the National Rural Crime Network Executive Board to discuss the challenges faced by policing rural areas and to press the case for police funding for Devon and Cornwall.

*Violence against Women and Girls Transformation Fund*

The OPCC is working with local authority partners to develop bids to the Home Office *Violence Against Women and Girls Transformation Fund*. Three expressions of interest are being drawn up in the following areas:

- System transformation of Devon & Cornwall Police & partners response to domestic abuse and sexual violence including child sexual exploitation.
- Increasing public awareness, workforce development and resources available to improve responses to child sexual exploitation.
- The evaluation of four local perpetrator programmes to ascertain which best achieves sustained behaviour change.

The bids are currently out for consultation prior to submission in February.

*Delayed Charge Scheme*

In December 2016, the Commissioner updated the Police and Crime Panel on plans to develop a Delayed Charging and Diversion scheme in Devon and Cornwall as part of our enhanced focus on prevention. Under the scheme, some offenders (subject to strict

eligibility criteria) would have the opportunity to undertake victim led reparation as well as an agreed programme of rehabilitative work during a four month period as an alternative to a criminal charge. Plans for the pilot are advancing well – with recruitment underway and the pilot will commence from April 2017. The Commissioner is pleased to advise the Panel that we have been able to secure significant funding from the Home Office’s Police Transformation Fund to support this pilot – with the Home Office providing over £750,000 of transformation funding over 2016/17 and 2017/18 to support the pilot.

### Estates

As set out in the Commissioner’s newly published Police and Crime Plan ‘Safe, resilient and connected communities’ a review of the existing estates strategy is being carried out. This review is necessary to ensure that the strategy takes account of and helps to deliver the Commissioner’s intentions under the Police and Crime Plan. The revised Estates Strategy is due to be completed in early 2017 and an updated Estates Strategy will be presented to the Police and Crime Panel once that process has been completed.

## **2. Legislative developments**

### Policing and Crime Bill

Both Houses have agreed on the text of the bill, which now waits for Royal Assent. The Bill includes a number of key policy developments, including emergency service collaboration, reforming police complaints and the wider use of police powers. A briefing on the key provisions and the implementation plans for those elements of the legislation that are of particular relevance to the Police and Crime Plan – such as complaints, emergency services collaboration, volunteering and the late night levy will be provided to the next Panel meeting for information.

### Investigatory Powers Act

The Act overhauls the framework governing the use of surveillance by the intelligence, security agencies and law enforcement agencies to obtain communications data. The Bill received Royal Assent on 29 November. Full details of the Act can be found here <http://www.legislation.gov.uk/ukpga/2016/25/contents/enacted/data.htm>

### Home Affairs Committee inquiry: Policing for the future: changing demands and new challenges

This inquiry will explore the challenges of modern policing, and examine whether police forces in England and Wales are sufficiently equipped and resourced to keep the public safe and to respond effectively to evolving demands and changing patterns of crime.

## **3. National Police Reform Programme**

### Police Transformation Fund

In late 2016 the Home Secretary announced the full list of successful Police Transformation Fund bids from the September 2016 bidding round. In total £18,358,181 has been awarded for 2016/17 with a further £18,126,491 committed for 2017/18. Devon and Cornwall were successful in three bids – including our national bid to support the



transformation of the policing response to modern slavery and our proposed pilot for a Delayed Charge and Diversion Scheme.

	Description	2016/17	2017/18	2018/19
D&C	Tackling pathways to offending	£403k	£355k	-
D&C (with Dorset)	Integration of processes in Command, Control and Public Contact – costed options appraisal	£543k	-	-
D&C (national)	Professionalising police response to modern slavery	£713k	£4.268m	£3.531m

The national Police Reform and Transformation Board is currently reviewing the governance framework for the Police Transformation Fund and considering how they intend to run bidding rounds for 2017/18 and beyond – in particular following the agreement of the Policing Vision 2025 in November 2016. The Commissioner and her team will continue to work closely with other PCCs and the Chief Constable and will keep the Panel updated on developments.

### **Contact for further information**

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19 January 2017

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**Police and Crime Panel Meeting  
3<sup>rd</sup> February 2017**

**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. The number of complaints received and handled since the PCC's election on 12<sup>th</sup> May 2016 are shown below at Table 1.
2. One formal complaint against the Police and Crime Commissioner was received during the period of 24<sup>th</sup> November 2016 – 23<sup>rd</sup> January 2017. The Police and Crime Panel Chair has dealt with this complaint through local resolution and has informed the Chief Executive of the Office of the Police and Crime Commissioner of the action which he has taken.
3. Issues related to election expenses for the 2015 General Election have been referred to the Independent Police Complaints Commission (IPCC) as a 'serious conduct matter' not a 'complaint'. At its meeting on 1<sup>st</sup> July the Police and Crime Panel received an update on this matter and regular public updates are provided by the OPCC Chief Executive on the OPCC website. The most recent update was published on 3<sup>rd</sup> January 2017 and is available at: <http://www.devonandcornwall-pcc.gov.uk/news-and-blog/devonandcornwall-pcc-news-blog/2017/01/update-on-ipc-investigation-into-election-law-breach/> The investigation is being carried out by West Mercia Police on behalf of the IPCC.

**Table 1**

Dates	Complaints received	Number of Complaint recorded	Number of Complaints unrecorded	Total	Complaints forwarded to IPCC by the OPCC
12 May – 15 June 2016	0	0	0	0	0
16 June 16 – 26 <sup>th</sup> September 2016	0	0	0	0	0
27 <sup>th</sup> September 2016-23 <sup>rd</sup> November 2016	1	1	0	1	0
24 <sup>th</sup> November – 23 <sup>rd</sup> January 2016	0	0	0	0	0



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	<b>Grand total</b>	<b>1</b>	<b>0</b>
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**Andrew White**

Chief Executive

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Report updated: 23rd January 2017

# Devon and Cornwall Police and Crime Panel

## Work Programme 2016-2017

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

Date of meeting	Agenda item	Purpose of the agenda item	Reason for consideration
<b>1 July</b>	Police and Crime Plan	Commissioner to provide plans for new Police and Crime Plan Development	Statutory Responsibility of Panel
	Estates Programme	Progress Report	Panel Request
	Strategic Alliance	Report on projects	Panel Request
	Police and Crime Commissioners Performance Report		Standing Item
	Police and Crime Commissioners Update	Update on progress against police and crime plan and plans for the coming months	Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item
<b>7 October</b>	Police and Crime Plan	Commissioner to provide plans for new Police and Crime Plan Development	Statutory Responsibility of Panel
	Citizens in Policing update		Panel Request
	101 update	Commissioner to Report on performance	Panel Request
	Implementation of Victim Services	Commissioner to Report on Implementation	Panel Request
	Police and Crime Commissioners Performance Report		Standing Item
	Police and Crime Commissioners Update	Update on progress against police and crime plan and plans for the coming months	Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item

<b>9 December</b>	Police and Crime Plan		
	Workforce Strategy		
	Police and Crime Commissioners Performance Report		Standing Item
	Police and Crime Commissioners Update		Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item
<b>3 February</b>	Proposed Level of Precept		Statutory Responsibility
	Police and Crime Plan		
	Victim Support Evaluation Report		
	Police and Crime Commissioners Performance Report		Standing Item
	Police and Crime Commissioners Update		Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item
<b>17 February (provisional)</b>			
<b>7 April</b>	Funding Formula		
	Police and Crime Commissioners Update		Standing Item
	Non-Criminal Complaints against the Police and Crime Commissioner		Standing Item
<b>NEW – items not yet allocated a date</b>			
Deferred charging			
Missing people			
ICT			
Neighbourhood Policing/PCMO			
“Blue Light” Collaboration			Summer '17
<b>Proactive Scrutiny Item</b>			
Monitoring the reporting of domestic violence and abuse, sexual violence, Hate Crime and child sexual exploitation			Tbc
Strategic Alliance			16-17 Municipal Year



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