

Police and Crime Panel
7 February 2020
Report of the Police and Crime Commissioner

**OFFICE OF THE POLICE AND CRIME COMMISSIONER'S
PERFORMANCE REPORT**

1. Purpose of the report

- 1.1 This report provides an overview for the Police and Crime Panel of:
- the most recent recorded crime figures from the Office of National Statistics which relate to the 12 months to 30th September 2019 (published on 23rd January 2020) which shows Devon and Cornwall as the third safest force area in England and Wales;
 - information on levels of serious violence and mental ill health and police attendance at A&E as requested by the Panel at its meeting in September 2019; and
 - the OPCC's assessment of current performance against the strategic indicators for the Police and Crime Plan 2017-2020 'Safe, resilient and connected communities'.

2. Recorded Crime in Devon, Cornwall and the Isles of Scilly (Office of National Statistics (ONS))

- 2.1 The ONS publishes data on levels of recorded crime and trends in performance on a quarterly basis. The latest figures on recorded crime – which cover the year to 30th September 2019 – were published by the ONS on 23rd January 2020.
- 2.2 The performance section of the OPCC website provides regular briefing documents on recorded crime in Devon, Cornwall and the Isles of Scilly based on the ONS. These briefings provide an overall profile for Devon and Cornwall every quarter of recorded crime and trends based on the main Home Office offence categories. In addition to the OPCC prepares and publishes individual profiles for Devon, Cornwall (including the Isles of Scilly), Plymouth and Torbay every 6 months. <https://www.devonandcornwall-pcc.gov.uk/about-us/police-performance/crime/>.
- 2.3 Attached to this report at Annex 1 is the OPCC's crime profile for Devon, Cornwall and the Isles of Scilly which has been prepared following the latest data release. It should be noted that the latest figures and national rate calculations exclude Greater Manchester Police due to an issue with data recording within that force. Adjustments have been made by the ONS to account for this and it does not have any notable impact on the relative position of our area.
- 2.4 The OPCC are currently preparing area profiles for the four upper tier local authorities which will be published on the OPCC website in early February.
- 2.5 In the 12 months to 30th September 2019
- There was a 0.3% decrease in total recorded crime for the area, compared to an 5.3% increase nationally.

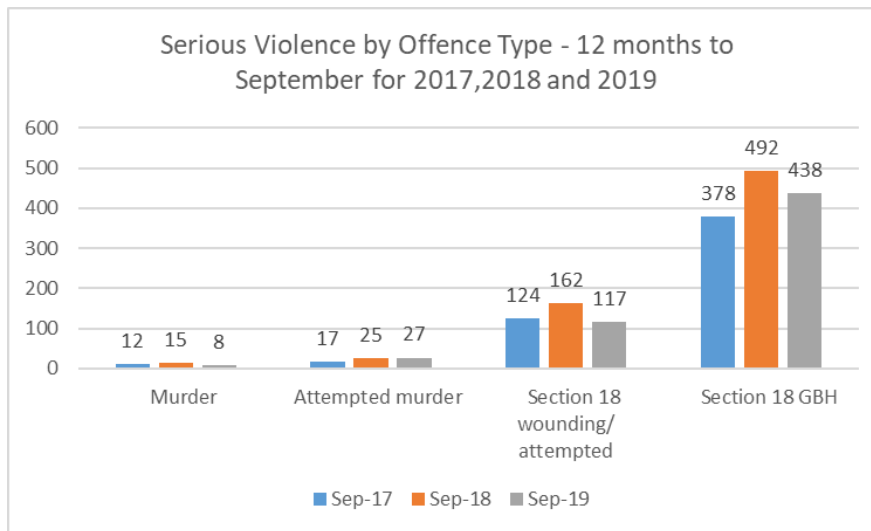
- There were 104,626 crimes recorded for Devon, Cornwall and the Isles of Scilly. This is equivalent to 59.4 crimes per 1000 resident population, compared to 84.6 crimes per 1,000 resident population across England and Wales
- Devon, Cornwall and the Isles of Scilly was one of only six policing areas in the country which saw a reduction in recorded crime levels in this period;
- Devon and Cornwall had the 3rd lowest rate of crime in England and Wales out of 42 police forces (the lowest rates being North Yorkshire with 57.5 crimes per 1000 population and Gloucestershire with 58.6 crimes per 1000 population).
- Compared to all other forces in England and Wales our area had:
 - the lowest rate of residential burglary offences; and
 - the 2nd lowest rate of theft offences.
- Levels of violence with injury have increased by 5% in the year compared to a 1% increase nationally, although we have seen reductions in the areas of serious violence (down 15%) and knife crime related violence with injury (down 3%). Serious violence is discussed further in section 3 below.
- Levels of domestic abuse and the links between alcohol and violence remain areas of concern and are recognised in the multi agency Peninsula Strategic Assessment (PSA), the PCC's Commissioning Intentions Plan and local CSP plans as key areas for action
 - around one third of all cases of violence with injury were identified as domestic abuse incidents
 - alcohol was flagged as a factor in 32% of cases of violence with injury.
- 1.8% (1,841) of the recorded crimes for our area in the year were identified as a 'Hate' crime which is an increase of 11% from the previous year.
- Seasonal variations continue to have a significant impact on recorded crime levels, with an 10% increase in recorded crime over the 3 month summer period compared to the rest of the year. This is the highest seasonality in England and Wales.

Sexual offences

2.6 The number of recorded sexual offences in Devon, Cornwall and the Isles of Scilly has reduced slightly (down 2%) with 4,456 offences recorded. This is an area where crimes often go un-reported and so we do not consider that this reduction relates to a reduction in the level of victims. Fundamental to encouraging people to report sexual offences is the support that victims receive through the criminal justice system. The OPCC will continue to work with the police and community safety partners in this area to ensure that victims are encouraged to come forward and that they receive the support they need to help them to recover and to support investigations so that offenders can be brought to justice.

3. Serious violence

3.1 Most serious violence is defined as murder, attempted murder and section 18 (both GBH and wounding/attempted GBH). Overall numbers have remained low but have seen a series of rises over recent periods. In the most recent data released on 23rd January 2020 we have seen a 15% reduction in serious violence compared to the previous year. The figures for the past 3 years are shown in graph 1 below:



Graph 1: Serious Violence by Offence Type

- 3.2 Serious violence has no single cause. Serious violence offences can occur linked to domestic abuse, mental ill health, alcohol fuelled violence in our town and city centres and also organised crime, in particular around drug supply chains. Recent increases in knife crime, homicides, domestic abuse and rape all highlight the importance of proactive and decisive action n serious violence.
- 3.3 Devon and Cornwall Police's review of serious violence in 2018 highlighted that:
- Most serious violence impacts predominantly on male victims aged between 18 to 36 years old (3 in every 4 crimes);
 - Female victims are much more likely to experience most serious violence in a domestic context (50%) compared to males (11%);
 - Around a third of offences appear to have been aggravated by alcohol, and three-quarters of offences occur between 6pm and 6am.
- 3.4 The Peninsula Crime Analysts Network examined rising levels of serious violence in Devon, Cornwall and the Isles of Scilly as part of the development of the 2019/20 Peninsula Strategic Assessment (PSA) which was finalised in December 2019. This looked at recorded crime for the year 2018/19 and observed rises in serious violence in all areas with the exception of Torbay which remained stable. The PSA will inform the work of the Community Safety Partnerships, the police and the activities within the PCC's Commissioning Intentions Plan over the coming year, in key areas including domestic abuse and the collective response to alcohol related violence.
- 3.5 The significant increase in proactive activity right across the geography to tackle organised drug supply, including county lines, can be observed in the increased levels of recorded crime being seen in the areas of drugs offences and also possession of weapons. Apprehending offenders and removing weapons from circulation are an important step in keeping our communities safer. Since 2018 we have seen the establishment of dedicated proactive teams in each of the four geographic command units in Devon and Cornwall Police (Cornwall; Plymouth; South Devon and Torbay; and North, East and West Devon) which have played an important role in upscaling activity. This is supported by Devon and Cornwall Police's participation in national county lines operations, local partnership efforts around intelligence gathering and prevention and also through work by the National Crime Agency and Regional Organised Crime Unit.
- 3.6 Whilst we have seen a reduction in levels of serious violence in the most recent data it is important that our work in tackling violence continues to develop. The Commissioner is concerned about levels of violence in their broadest form right across our communities.

Devon, Cornwall and the Isles of Scilly has a higher rate of violence with injury than the national average and sees significant seasonality peaks as well as increasing levels of rape and domestic abuse. If we are to protect communities and stop these crimes from occurring we need a significant and sustained partnership focus. In recognition of this the Commissioner has made specific proposals with regards to tackling violence as part of the budget proposal that is being brought to this meeting.

Mental ill health and police attendance at A&E

- 3.7 Dealing with people who present with a mental health crisis is a particular challenge for Devon, Cornwall and the Isles of Scilly which is a national outlier on suicides and self-harm. There is a need for us to provide support across a large and isolated geography.
- 3.8 In 2018/19 police officers recorded a total time of 8,738 hours (nearly 365 days) as supervising an individual with mental ill health. This is an increase of 14% from the previous period. This included a 55% increase in hours at a place of safety (at 847 hours) and a 58% increase in attendance at hospital for section 136 incidents (at 1,621 hours). The largest volume related to attendance at hospital for non section 136 cases – which equates to nearly 6,000 hours in the year. The Commissioner continues to work with health partners to seek solutions to these challenges and to hold them to account for how the investment of £2.3 billion from the government in 2019 will support people suffering from mental health, in particular specific investments on mental health ambulances and a 24/7 telephone service which we were informed by Ministers are part of that overall package.

4. The Police and Crime Plan Strategic Indicators

- 4.1 The current reporting arrangements in place for the Police and Crime Panel are based on the strategic indicators set out in the PCC's Police and Crime Plan "Safe, Resilient and Connected Communities". A narrative commentary is included below for each of the measures. The purpose of this is to provide narrative to support the infographic and the necessary interpretation required to explain the OPCC's judgement.

In 2018/19 the Commissioner amended the categorisation of the red/amber/green as follows:

RAG	Previous judgement key	New judgment key
	Currently achieving expected attainment level	Content
	Achievement of attainment level at risk	Requires additional scrutiny
	Not achieving expected attainment level	Of concern – action being taken

- 4.2 These categorisations provide a better linkage between performance management and scrutiny and better enable the Commissioner and the Panel to assess performance, identify issues of concern and understand where additional action here is required to ensure delivery of the Police and Crime Plan.

Overall performance against the Police and Crime Plan Strategic Indicators

- 4.3 The OPCC's assessment of performance to-date against the headline strategic indicators for the performance year ended 31st December 2019 show most indicators at Green – 'Content'. This is the latest data for all indicators that are available unless stated otherwise. The infographic for February 2020 is included at Annex 2.

Summary:

	February 2020 Panel	September 2019 Panel
Green	7*	7

Amber	1	4
Red	0	0
Ungraded	3*	0
	11	11

4.4 One indicator has been graded as amber (additional scrutiny) in this report – the measure on waiting times for 101 non-emergency calls.

*It is the Commissioner's view that the three measures included in the infographic in 2019 in place of the previous vfm indicators from Her Majesty's Inspectorate (which are set out in section 6 of this report) should be marked as 'ungraded'. These measures are not indicators of performance but provide important information regarding the relative funding position and resource levels of our area compared to other areas in England and Wales.

i. 101: non-emergency calls waiting longer than 10 minutes- AMBER

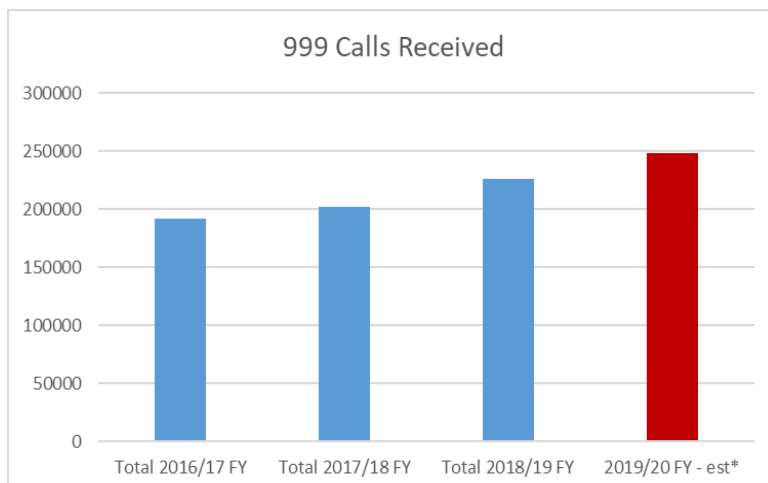
4.5 Between the reporting period 1st August 2019 to 31st December 2019, 62% of all 101 calls connected through the IVR system were answered within 10 minutes. This data only relates to the period from 1st August 2019 which is the point at which the new interactive voice recognition (IVR) system was introduced in Devon and Cornwall Police as calls are routed differently through the new system. As such it is not possible to provide a full year data or to compare directly with the performance data reported under the old system.

4.6 247,359 calls were connected between 1st August 2019 and 31st December 2019. The average wait time to speak to a call handler has been 9 mins 25 secs. However, it is recognised that some callers, particularly at peak times, will have experienced much longer wait times.

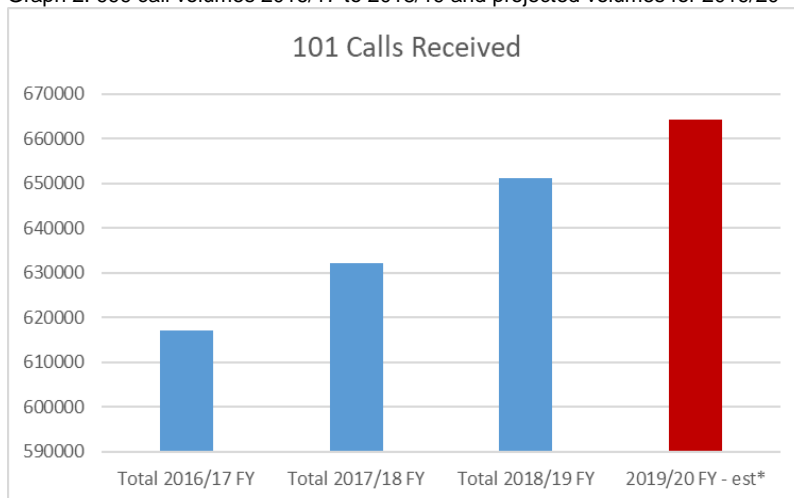
4.7 The number of calls being made to both 999 emergency line and the 101 non-emergency line continue to rise year on year. In addition the average call time has continued to increase year on year which reflects both the growing complexity of the calls received by call handlers and the need for enhanced risk assessments and safeguarding procedures to be carried out. This is particularly noticeable in the area of 999 calls where current average handling times for a call (which include both call time and post call processing) are three times longer than in 2016/17 at over 7 minutes.

4.8 The Commissioner recognises that 999 and 101 performance are interdependent, as call handlers within 101 may be diverted to managing 999 calls in periods of high demand. Similarly in periods of high demand for 999 calls there can be an impact on performance in areas such as webchat services as call handlers manage contacts dynamically with 999 calls rightly prioritised due to the potential threat to life.

4.9 The graphs (Graphs 2 and 3) highlight these challenges and the growth in call numbers over recent years. The current projection is that by the end of 2019/20 Devon and Cornwall Police will have received over 57,000 more 999 calls in that year compared to levels in 2016/17 and over 46,000 more 101 calls which equates. This equates to a 30% increase and 7% increase respectively over that 4 year period.

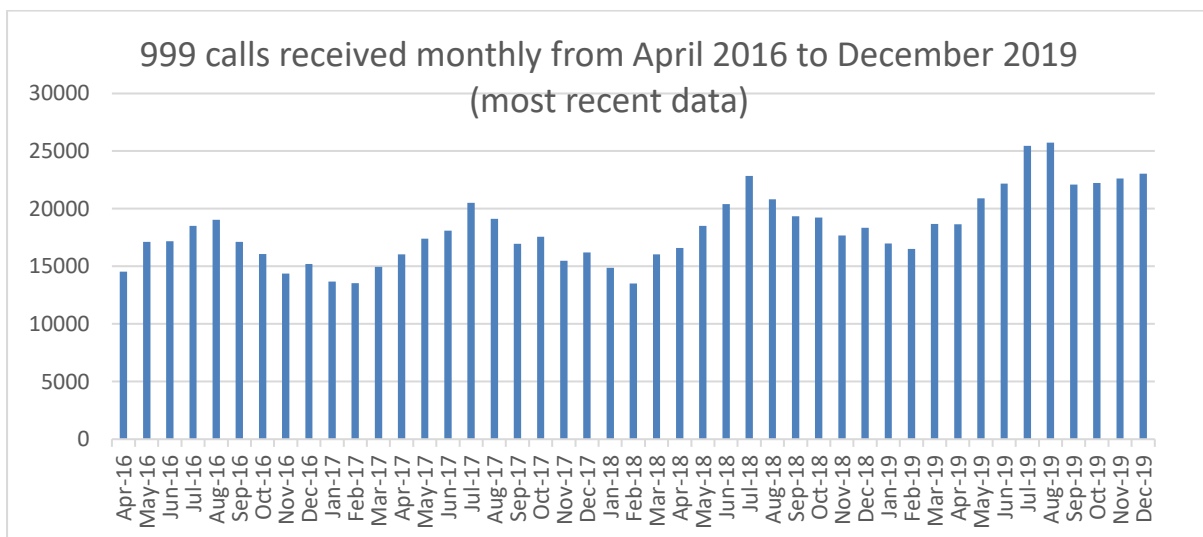


Graph 2: 999 call volumes 2016/17 to 2018/19 and projected volumes for 2019/20



Graph 3: 101 call volumes 2016/17 to 2018/19 and projected volumes for 2019/20

- 4.10 The additional pressures placed on 101 and 999 by the summer surge is also well evidenced in graph 4 below which sets out monthly demand into 999 for each of the past 4 years with a clear annual cycle of increased calls within the summer period. The Commissioner is continuing (with the support of the Chief Constable) to campaign for a greater recognition of the immense pressures placed on Devon, Cornwall and the Isles of Scilly as a result of tourism and made an application the Home Office for special grant funding in September 2019.



- 4.11 The number of call handlers has remained constant (at 367 FTE working 24/7 on a shift pattern), although with higher staff turnover and new recruits, the level of experience and confidence amongst call handlers which comes with time in the role, has not. This is due to the employment market being buoyant in Exeter and Plymouth along with the stresses of the job.
- 4.12 The pressure on the contact centre to respond to this growth within existing resources is high. The Chief Constable takes this seriously and responsibility for delivering improvements sits with an Assistant Chief Constable.
- 4.13 The implementation of the new 101 call system to date has not led to a reduction in the overall proportion of 101 calls answered within 10 minutes. However the new system has seen higher priority non-urgent reports, such as domestic abuse or missing persons, answered and dealt with at first point of contact and more quickly which is welcomed. The system is currently being developed further with action being taken to introduce more options as well as call messaging to allow callers to understand queue times and to provide live updates on the Devon and Cornwall Police website. The Commissioner has been informed that further changes are being made by the end of February 2020.
- 4.14 101 call waiting times continue to be an issue of concern for the public and the Commissioner and the OPCC judgement remains Amber for this measure. The OPCC will continue to monitor the 101 service closely. The Commissioner has also prioritised the contact centre within the budget for 2020/21 to enable the Chief Constable to look at the capacity and capability within the two contact centres and whether it remains appropriate.

5. Commentary on GREEN strategic indicators

Public Confidence

‘Police do a good/excellent job’ GREEN

(Based on 12 months to September 2019, released on the 23rd January 2020)

- 5.1 This measure is based on a national dataset issued by the Office of National Statistics each quarter and covers a rolling 12 month period. The baseline data is derived from the 2 years to December 2015 and is at 68%. The survey cohort includes people who may have had no dealings with the police over the recent past and responses may be affected by national media reporting on wider policing issues as well as local experiences.
- 5.2 For the 12 months to September 2019, 57% of 859 survey respondents felt that Devon and Cornwall were doing a good or excellent job. Although in percentage terms there has been a slight decrease, in statistical terms there has been no actual change.
- 5.3 Performance for this measure is very similar between all Force areas and Devon, Cornwall and the Isles of Scilly is not an outlier. In statistical terms, performance in Devon and Cornwall is only significantly lower than two forces and is significantly higher than three Forces.

Public Confidence – the public have overall confidence in the police GREEN

(Based on 12 months to September 2019, released on 23rd January 2020)

- 5.4 For the 12 months to September 2019, 76% of 875 survey respondents had confidence in Devon and Cornwall Police when ‘taking everything into account’. Performance has remained stable for this measure and continues to sit above the national average of 74%. The survey cohort includes people who may have had no dealings with the police over the recent past and responses may be affected by national media reporting on wider policing issues as well as local experiences.

- 5.5 As with the public confidence measure above, performance in this area is very similar between all Force areas. In statistical terms, performance in Devon and Cornwall Police is only significantly lower than one force and is significantly higher than four Forces.

OPCC commentary on both public confidence measures

- 5.6 Both of these performance indicators were rated as Amber in the report to the Panel in September 2019. Whilst there has been no change in overall performance the OPCC's judgment is that they should now move to Green. The indicators have stabilised over the past two releases. The overall landscape for policing has altered considerably during the surveying period covered by the latest Crime Survey for England and Wales release with the announcement of 20,000 additional police officers and wider investment in policing. The OPCC considers that it is appropriate to monitor this indicator over the next six months rather than to commence additional new scrutiny activity in this area, which supports this move to Green.

Priority Victim Satisfaction GREEN (12 months to December 2019)

- 5.7 The latest available survey data indicates that 71% of priority victims are satisfied with their overall experience with the police. There has been a 2% decrease since this figure was last reported to the Panel in September 2019 although the level remains close to the baseline level of 73%. The OPCC judgement remains Green (i.e 'content') for this measure.
- 5.8 However the OPCC will be evaluating the current victim care arrangements in 2020 to ensure that they remain fit for purpose and meet the needs of victims. In carrying out this work there will be a specific examination of the interests of these victims (who are victims are serious crimes which include domestic abuse, hate crime, sexual offences, attempted murder as well as victims who are persistently targeted, vulnerable or intimidated). This evaluation will be informed by detailed analysis of the victim satisfaction surveying which is carried out by Devon and Cornwall Police.

Repeat Victimisation: GREEN (12 months to December 2019)

- 5.9 In the 12 months to 31st December 2019 a quarter of victims (both people and organisations) of crime had also reported at least one offence in the previous 12 months.
- 5.10 This measure includes all crime types and the Panel should note that victims do not have to be the victim of the same type of offence twice to be considered a repeat victim. Performance for this measure has remained stable for some time at 25%. The OPCC will be undertaking a review of the current victim care arrangements in 2020 to ensure that they remain fit for purpose and meet the needs of victims. In carrying out this work there will be a specific examination of the needs of repeat victims (both individuals and businesses). In view of this, the OPCC Judgement is that this indicator should no longer be marked as Amber (i.e. requires additional scrutiny) and has moved it to Green.

Emergency Calls (999) GREEN (12 months to December 2019)

- 5.11 Based on the latest available data, 85% of 999 calls were answered within 10 seconds. This is a decrease of 6% since this figure was reported to Panel in September (based on the 12 months to July 2019) and compared to the equivalent period to December 2018.
- 5.12 In the 12 months to December 2019, the 999 service received 255,087 calls – a 17% increase (i.e. 36,866 more 999 calls) compared with the 12 months to December 2018. In view of the context set earlier within this report (101 non-emergency calls and recent weekly performance data which shows an improving picture the OPCC judgement remains Green for this measure.

Attendance time for Immediate calls for service: GREEN

(Average (median) time for response – 12 months to December 2019)

5.13 The baseline figure of 14 minutes 3 seconds is taken from the 2 year average to the end of 2015. For the 12 months to December 2019 the median time to attend an immediate incident was 14 minutes and 23 seconds across the Force as a whole. Performance of this measure remains stable since it was reported at September's Panel meeting and when compared with the same period last year, where this figure stood at 14 minutes 25 seconds.

5.14 71,801 immediate incidents were attended in Devon and Cornwall between January 2019 and December 2019 – 69% of which were attended within 20 minutes and 87% were attended within 30 minutes.

Emails (101) and texts GREEN (12 months to December 2019)

5.15 A baseline of 98% has been set for this measure which is based on the first 12 months of full operation and data recording (12 months to December 2017). Email and text traffic to 101 has increased since the baseline year when 71,754 contacts received. In the 12 months to December 2019 107,894 emails and texts were sent to 101. This represents an increase of 18% (n=16,608) compared to the year to 31st December 2018. During the 12 months to December 2019, 73% of 101 emails and texts were responded to within 24 hours.

5.16 This is below the baseline of 98% and represents a 19% reduction compared to the data provided to the Panel in September 2019. The OPCC understands there were some specific issues in the summer and early autumn of 2019 which resulted in a backlog of emails. The latest data provided to the OPCC shows that 100% of emails and texts have received a response within 24 hours for the past four weeks and assurance has been provided that the issues have been resolved. In view of this information the OPCC judgment on this measure has remained Green although the OPCC will continue to monitor this area.

5.17 Online contact is not confined to these two areas and significant increases are also being seen in the use of the Devon and Cornwall Police secure webchat facility. This service provides an interactive and immediate contact channel to 101. In the year to 31st December 2019 there were 13,046 requested webchats. Customer satisfaction with the webchat service is high

- 88% of people that used this contact method were happy with the service
- 92% said that they would use Devon and Cornwall Police webchat again.

6. Infographic: funding and resources

6.1 At its February 2019 meeting the Panel were advised that the previously provided value for money indicators on the infographic could no longer be updated due to changes in the HMICFRS Value for Money Profiles from which the data had previously been extracted. The OPCC introduced new information in June 2019 in place of those indicators:

- a) Funding per day per head – comparing Devon and Cornwall to the average of its most similar group (MSG)¹ of forces, the national average and the previous year;
- b) Funding composition – comparing Devon and Cornwall to the average of its MSG of forces, the national England and Wales average and the previous year
- c) Officer and staff numbers (full time equivalent – FTE)

6.2 The data contained within a) and b) reflects the financial situation for 2019/20 and do not alter within the financial year. These measures will be updated for 2020/21 once the financial position of other policing areas and their decisions regarding council tax precept are known and will be provided in the next report to the Panel.

6.3 The data contained within c) reflects the latest FTE levels for police officers and staff as at November 2019. Recruitment of police officers is continuing to occur with regular intakes of

¹ Devon and Cornwall force MSG comprises of the following police force areas: Norfolk; North Wales; North Yorkshire; Suffolk; Warwickshire; West Mercia and Wiltshire.

new police officers, through new recruits and transferees from other police forces. The latest information regarding police officer and police staff numbers are included within the budget papers submitted to this meeting.

- 6.4 As noted in paragraph 4.4 above the Commissioner considers that these three measures should be marked as 'ungraded'. These measures are not indicators of performance but provide important information regarding the relative funding position and police officer and staff levels for our policing area.

Contact for further information

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