

Devon and Cornwall Police and Crime Panel

3rd July 2020

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:

- Levels of recorded crime for Devon, Cornwall and the isles of Scilly published by the Office of National Statistics for the 12 months to 31st December 2019 (published on 23rd April 2020);
- OPCC 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 on a quarterly basis. The latest figures on recorded crime – which cover the year to 31st December 2019 – were published by the ONS on 23rd April 2020.
- 2.2 Devon, Cornwall and the Isles of Scilly was **one of only five policing areas in the country which saw a reduction in recorded crime levels** in this period, with a 3% reduction in recorded crime levels in our area compared to a national increase of 4%.
- 2.3 There were 102,827 crimes recorded for Devon, Cornwall and the Isles of Scilly in the 12 months. This was the **2nd lowest rate out of 42 police forces across England and Wales** with 58.3 crimes per 1,000 population compared to 89 crimes per 1,000 resident population across England and Wales. The lowest rate was North Yorkshire at 58.1 crimes per 1,000 population.
- 2.4 Compared to all other forces in England and Wales our area had:
- the lowest rate of victim-based crime;
 - the lowest rate of residential burglary offences; and
 - the 3rd lowest rate of shoplifting offences.



- 2.5 Levels of violence with injury remained static compared to the previous year which mirrors the national trend but we have seen reductions in the area of serious violence which is down 15%. We have seen a 10% increase in violence with injury related to knives and bladed objects – which has risen to 484 across the year. Devon, Cornwall and the Isles of Scilly still has the lowest knife crime rate in England and Wales but this will remain a focus for our shared work on violence prevention.
- 2.6 Levels of domestic abuse and the links between alcohol and violence remain areas of concern. Around one third of all cases of violence with injury were identified as domestic abuse incidents. Alcohol is flagged as a factor in 33% of cases of violence with injury. These areas are recognised in the multi-agency Peninsula Strategic Assessment (PSA) and are key areas of investment and focus for the PCC's Commissioning Intentions Plan and local Community Safety Partnership plans.
- 2.7 Attached at Annex 1 is the OPCC's crime profile for Devon, Cornwall and the Isles of Scilly which has been prepared following the latest ONS data release in April 2020. This crime profile is also published on the OPCC's website at <https://www.devonandcornwall-pcc.gov.uk/about-us/police-performance/crime/>
- 2.8 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.

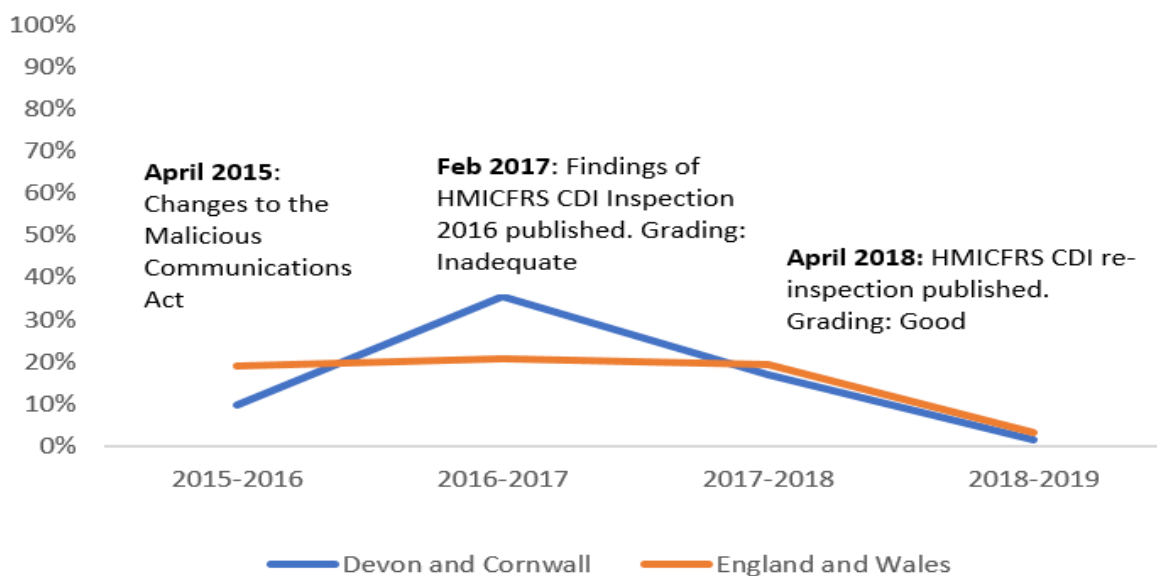
Violence against the person

- 2.9 The Panel has requested additional information regarding violent crime, in particular to understand the growth in recorded crime levels in this area since 2015 and what actions are being taken to improve prevention and policing effectiveness.
- 2.10 Violent crime within ONS data covers a broad spectrum of offences. This includes violence without injury, malicious communications over the internet, and harassment as well as a number of offences which result in physical injury occurring to the victim. The full list of crimes included in the definition is

Violence With Injury	Violence Without Injury
Homicide	Threats to kill
Causing death by careless driving under the influence of drink or drugs	Assault without injury
Endangering life	Cruelty to children/young persons
Attempted murder	Harassment
Assault with intent to cause serious harm	Stalking
Causing death by driving: unlicensed, disqualified or uninsured drivers	Malicious communications
Assault with injury	Racially or religiously aggravated assault without injury
Racially or religiously aggravated assault with injury	Assault without injury on a constable
Causing or allowing death or serious physical harm to a child or vulnerable adult	Child abduction
Assault with injury on a constable	Modern slavery
Causing death by careless or inconsiderate driving	Kidnapping

- 2.11 Levels of recorded violence in Devon, Cornwall and the Isles of Scilly increased 76% during the period from 31st December 2015 to 31st December 2019, as identified in the ONS data. This trend is consistent with that of England and Wales which saw a 77% increase over the same period.
- 2.12 The rate of growth in violent crime reduced to 1% in Devon, Cornwall and the Isles of Scilly in the 12 months to 31st December 2019 compared to a 3% growth nationally. This rate of growth is much lower than the other years in this period.
- 2.13 The table below shows the percentage (%) change in violence against the person each year in comparison to the previous year. For instance, the graph shows that in 2017 there was a 36% increase in violence against the person in Devon and Cornwall in comparison to 2016.

% change in violence against the person each year



- 2.14 There are a number of factors that are likely to have impacted on the trends that has been experienced both locally and nationally during this period. The effect of recording improvements by the police following inspections nationally by HMICFRS is an important factor in the rise. This impact is thought to have been most pronounced in the relatively less harmful types of violent crime, particularly in relation to stalking and harassment offences and malicious communication offences. There have also been changes in the coverage of this group of offences and in the rules governing the recording of these. In April 2015 the Criminal Justice and Courts Act came into force and modified the Malicious Communications Act 1988 and Section 127 of the Communications Act 2003. As part of these amendments a specific offence was created for 'distributing a private sexual image of someone without their consent and with the intention of causing them distress'. Since 2015, there have been significant increases in the number of recorded malicious communications offences in Devon and Cornwall.

- 2.15 In 2019 the rate of violence against the person in Devon and Cornwall was 23.5 crimes per 1000 population. This is the 9th lowest rate amongst all police forces in England and Wales. Devon and Cornwall's rate is also less than that of the national average, which stands at 29.5 crimes per 1000 population.
- 2.16 The spectrum of violent crime is complex and there is no single cause. Serious violence offences can occur linked to domestic abuse; mental ill health; alcohol fuelled violence in our town and city centre; and organised crime, in particular around drug supply chains.
- 2.17 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 and the reduction of some of the most serious violent offending. 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.
- 2.18 Whilst we have seen a reduction in levels of serious violence in the most recent data our work in tackling violence must continue to develop. If we are to protect communities and stop these crimes from occurring, we need a significant and sustained partnership focus. Prevention of violent crime within Devon and Cornwall is a priority for the Commissioner and Chief Constable and as part of the 2020/21 budget £1million has been invested in violent crime prevention.

3. The Police and Crime Plan Strategic Indicators

- 3.1 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".
- 3.2 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.

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

Overall performance against the Police and Crime Plan Strategic Indicators

- 3.3 The OPCC's assessment of performance to-date against the headline strategic indicators for the performance year ended 31st May 2020 show most

indicators at Green – ‘Content’. This is the latest data for all indicators that are available unless stated otherwise. The infographic for July 2020 is included at Annex 2.

Summary:

	July 2020 Panel	February 2020 Panel
Green	6	7
Amber	2	1
Red	0	0
Ungraded	3 ¹	3
	11	11

3.4 Two indicator has been graded as amber (additional scrutiny) in this report:

- waiting times for 101 non-emergency calls;
- Priority victim satisfaction.

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

3.5 Between the reporting period 1st August 2019 to 31st May 2020, 65% of all 101 calls connected through the IVR system were answered within 10 minutes. This is a slight improvement from 63% which was reported to the Panel in February 2020. 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.

3.6 Between 1st August 2019 and 31st May 2020 - 482,600 calls were connected to IVR. Over this period, the average wait time to speak to a call handler has been 8 mins 47 secs. However, it is recognised that some callers, particularly at peak times, will have experienced much longer wait times.

3.7 As previously identified to the Panel, 101 and the fluctuations in performance cannot be understood in isolation and must be considered alongside 999 call demand. During periods of high 999 volumes, call handlers are often diverted away from answering 101 calls to prioritise emergency calls which pose the highest risk, with potential threat to life. Similarly, an increase in 999 calls can also impact on performance for other 101 contact methods including, Web Chat and 101 Email.

3.8 The focus on 101 and 999 performance presented to the Panel in February 2020, provided greater insight into police contact management and the changes that have impacted on 101 and 999 performance since April 2016 - most notably the increases in call demand for both emergency and non-emergency calls for service. This highlighted the complexities of this working environment

¹ As reported to the Panel in February 2020 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.

and the challenges in managing and maintaining strong performance for both 999 and 101.

- 3.9 As reported in February 2020 to the Panel the implementation of the new 101 call system (IVR) has not had the impact on the proportion of calls that were answered within 10 minutes that was anticipated. 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.
- 3.10 Whilst there has been a small increase in the proportion of 101 calls that have been answered within 10 minutes the Commissioner has been clear that further action is needed. The responsibility for delivering improvements sits with an Assistant Chief Constable. The Commissioner will be carrying out a scrutiny exercise in the next three months which looks at the service provided to callers to 101, how service varies depending on the nature of the call and how well the new IVR system is serving the public. The Commissioner has also prioritised the contact centre within the budget for 2020/21 to enable the Chief Constable to look at capacity and capability within the two contact centres. The response to the COVID-19 pandemic has already seen some important changes in terms of remote working and satellite sites and there is much that can be learned from those changes.
- 3.11 This year's Summer Policing Plan includes a series of actions to increase capacity within the contact centre from early July 2020 to respond to the expected increase in 101 and 999 call volumes during the summer months. A programme of work is also taking place to mainstream new working practices and innovations introduced during COVID-19 to support ongoing improvement in capacity and service.
- 3.12 The Commissioner will monitor progress in this area on a monthly basis over the rest of 2020 and scrutinise performance and the progress of the improvement plans.

ii. Priority Victim Satisfaction **AMBER** (12 months to March 2020)

- 3.13 Priority victims are those that are victims of serious crimes which include domestic abuse, hate crime, sexual offences, attempted murder as well as victims who are persistently targeted, vulnerable or intimidated.
- 3.14 The latest available survey data indicates that 69% 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 February 2020. Police 'Action taken' and 'follow-up / kept informed' are the key drivers to overall victim satisfaction. Based on the latest survey results, satisfaction levels for these areas are lower than satisfaction levels for Police 'Ease of contact'; 'Arrival' and 'Treatment', which has impacted on the overall victim satisfaction level.

- 3.15 Whilst this is only a slight decrease and performance remains close to the baseline level of 73% the Commissioner has moved this indicator to Amber.
- 3.16 The OPCC is in the process of recommissioning victim care services. This work will be completed by the end of 2020/21 and was set out in the PCC's Commissioning Intentions Plan which was submitted to the Panel in February 2020.
- 3.17 Alongside this Devon and Cornwall Police are carrying out a project to redesign and enhance their victim and witness care service arrangements. The importance of regular engagement with victims to support their recovery and keep them engaged in the criminal justice process will be an important factor in this work.

4. Commentary on GREEN strategic indicators

Public Confidence: 'Police do a good/excellent job' GREEN

(Based on 12 months to December 2019, released on the 23rd April 2020)

- 4.1 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 and responses may be affected by national media reporting on wider policing issues, as well as local experiences.
- 4.2 For the 12 months to December 2019, 56% of 861 survey respondents felt that Devon and Cornwall were doing a good or excellent job. This is a slight decrease but in statistical terms there has been no actual change since February 2020.
- 4.3 Performance for this measure is very similar between all Force areas and Devon, Cornwall and the Isles of Scilly is not an outlier. The percentage of respondents who answered 'Good' or 'Excellent' is not statistically significantly different to the level in 20 other force areas. 14 police force areas have a statistically significantly higher proportion of respondents who answered 'Good' or 'Excellent' and 7 police forces areas have a statistically significantly lower proportion of respondents who answered 'Good' or 'Excellent'.
- 4.4 Levels of public confidence in policing are of significant importance and the Commissioner highlighted in the February 2020 report concern about reductions in confidence levels across the country. Compared to the same survey period a year earlier (12 months to December 2018) there has been a 6% decrease in the percentage of survey respondents who rate Devon and Cornwall Police as Good/ Excellent.
- 4.5 The overall landscape for policing has altered considerably during the period covered by the survey with the announcement of 20,000 additional police officers and wider investment in policing. The current perception of policing will

not be fully reflected in the public perception figures until at least January 2021, which will cover the 12 months to September 2020.

- 4.6 The indicator is marked as Green as the Commissioner does not intend to carry out additional scrutiny at this time. However the OPCC will continue to monitor these indicators closely during 2020-21.

Public Confidence – the public have overall confidence in the police GREEN
(Based on 12 months to December 2019, released on 23rd April 2020)

- 4.7 For the 12 months to December 2019, 77% of 901 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%. Most people don’t encounter the police but form their opinions about them when they witness their work, hear about the police by word of mouth and see policing in the media, whether that be local, national, or possibly internationally.
- 4.8 As with the public confidence measure above, performance in this area is similar between all Force areas. The percentage of respondents who agreed that overall they had confidence in the local police is not statistically significantly different to the level in 19 other force areas. 5 police force areas have a statistically significantly higher proportion of respondents who agreed that ‘overall they had confidence in the local police’ and 17 police forces areas have a statistically significantly lower proportion of respondents who answered agreed that ‘overall they had confidence in the local police’.

Repeat Victimisation: GREEN (12 months to May 2020)

- 4.9 In the 12 months to 31st May 2020 a quarter of victims (both people and organisations) of crime had also reported at least one offence in the previous 12 months.
- 4.10 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%.

Emergency Calls (999) GREEN (12 months to May 2020)

- 4.11 Based on the latest available data, 83% of 999 calls were answered within 10 seconds. This is a decrease of 2% since this figure was reported to Panel in February (based on the 12 months to December 2019) and follows a decrease of 6% for the 12 months to 31st December 2019.
- 4.12 In February 2020 the Panel received a detailed report on the long term growth trends in both 999 and 101 calls within Devon, Cornwall and the Isles of Scilly which discussed the challenges involved with managing fluctuations in demand, for example in response to road traffic collisions. This growth trend has continued. In the 12 months to May 2020, the 999-service received 261,671 calls

– a 14.8% increase which equates to 33,700 more 999 calls or an average increase of 92 per day when compared with the 12 months to May 2019.

- 4.13 Whilst the Commissioner has concerns around the continued reduction which is now 8% below the baseline the impact that such increases in demand can have is recognised. The Commissioner is reassured that the average answer time for 999 calls remains low at 12 seconds for the 12 months to 31st May 2020. For the moment the Commissioner has decided to retain this indicator at Green but it will be watched closely over the summer months.

Attendance time for Immediate calls for service: GREEN

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

- 4.14 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 May 2020 the median time to attend an immediate incident was 14 minutes and 19 seconds across the Force as a whole. Performance of this measure remains stable since it was reported at February's Panel meeting and when compared with the same period last year, where this figure stood at 14 minutes 23 seconds.
- 4.15 70,444 immediate incidents were attended in Devon and Cornwall between June 2019 and May 2020 – 70% of which were attended within 20 minutes and 87% were attended within 30 minutes.

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

- 4.16 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 continued to increase since the baseline year when 71,754 contacts were received.
- 4.17 In the 12 months to May 2020 126,693 emails and texts were sent to 101, this figure also includes online crime reports submitted via the website (which are converted into email). This represents an increase of 35.7% compared to the year to 31st May 2019. The increase in email and text volumes is not unexpected given the communications from Devon and Cornwall Police and the OPCC to encourage use of the service and is welcomed. During the 12 months to May 2020, 71% of 101 emails and texts were responded to within 24 hours.
- 4.18 This is below the baseline of 98% and represents a 2% reduction compared to the data provided to the Panel in February 2020. In February 2020 the Commissioner reported that some specific issues had occurred in the second half of 2019 which had affected this indicator but that data for January 2020 indicated that matters had been resolved and response times were improving.
- 4.19 Email and text response times have been above 90% in March, April and May and were above 80% in January 2020. The slight reduction in the percentage answered within 24 hours is as a result of a significant reduction in February 2020. The Commissioner is aware of the continued significant increase in demand within the call centres and the introduction of new ways of working to

support sustained performance in emails and text response times. In view of the solid performance from March the Commissioner has retained this indicator at Green but will be monitoring it on a monthly basis over the rest of 2020.

- 4.20 Significant increases are also being seen in the use of the Devon and Cornwall Police secure webchat facility which provides a secure, immediate and interactive contact channel to 101.
- 4.21 In the year to 31st May 2020 there were 20,954 requested webchats – an increase of over 160%. Customer satisfaction with the webchat service (based on survey results for the 12 months to April 2020) is high
- 86% of people that used this contact method were happy with the service;
 - nearly 90% said that they would use the webchat again.

5. Infographic: funding and resources

- 5.1 The data contained within the infographic reflects the financial situation for 2020/21 for Devon and Cornwall and compares against our MSG and the national average.
- 5.2 The funding figures for Devon and Cornwall are based the final Net Revenue Budget for 2020/21, so the 'funding per day per head figure' and 'funding composition' figures will not change². The initial data suggests that Devon and Cornwall receive less funding per head of population per day than both our most similar force group and the England and Wales average, as it did last year. If Devon and Cornwall were funded to the national average, this would equate to an estimated £58.2m for policing in Devon and Cornwall.
- 5.3 The data on officer and staff numbers reflects the FTE levels for police officers and staff as at 31st March 2020. Recruitment of police officers is continuing to occur with regular intakes of new police officers, through new recruits and transferees from other police forces. This progress has been maintained through the COVID 19 pandemic and the police officer FTE as at 30th June is 3118.4.
- 5.4 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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² The financial information for our MSG and England and Wales is based on the Home Office data 'Police grants in England and Wales 2020/21, which calculates 2020/21 precept figures on the assumption that PCC's in England and Wales increase their precept Band D level by £10, and Office for Budget Responsibility forecast tax base increases. The final resource funding for these areas could differ from these estimates which may impact the comparison in funding per day per head.