



Police and Crime Commissioner for Devon and Cornwall

Police and Crime Panel Meeting 7 February 2014 Report of the Police and Crime Commissioner

REFRESHING THE POLICE AND CRIME PLAN 2014-2017

1. Introduction

This report presents a draft refresh of the Police and Crime Plan for 2014-2017 for the Police and Crime Panel's consideration and comment. The attached annex sets out the Commissioner's proposed priorities and the identified actions that he will take to deliver against them. It also sets out clearly what the Commissioner expects of the Chief Constable and the activities he will be looking to take forward with partners.

Our work to refresh the Police and Crime Plan is not yet complete and it remains in development. Detailed discussions have been taking place with the Chief Constable and his team over the past few weeks and these will continue until the publication of the Plan. The views of partners are currently being sought on the priorities and activities that are set out in the attached annex. It is intended that the revised Police and Crime Plan will be published at the end of March 2014.

2. Refreshing the Police and Crime Plan

The existing Police and Crime Plan that was launched in March 2013 sets out a number of different objectives for the Police and Crime Commissioner. It identified five key objectives and described how the Police and Crime Commissioner would work to achieve them and how he would hold the Chief Constable to account.

As previously explained in the December 2013 report to the Panel on performance against the existing Plan we have been reviewing the existing Police and Crime Plan to reflect experience in the first year, to take account of feedback received throughout the year and to address emerging threats and challenges. While the overriding priority for the Police and Crime Plan remains the need to make people safer and to reduce crime, this review has identified some areas for improvement.

The five strategic objectives set out in the first Police and Crime Plan were well-founded but our experience over the past year suggests that we need to take a slightly adapted approach to provide sufficient focus to drive progress on priority areas. In addition the existing Police and Crime Plan does not distinguish sufficiently between the respective roles of the PCC and the police service or adequately explain how we would look to work with partners to deliver our priorities.

The refreshed Police and Crime Plan for 2014-2017 will provide a greater focus on priorities and activities. It will set out clearly what the Commissioner will do, what he expects the Chief Constable to do and how the Commissioner will work with partners. This sharper focus will shape the work of the OPCC and the police service and our work with partners over the next three years.

The refresh of the Police and Crime Plan for 2014-2017 is not yet complete and remains in development. The document annexed to this report sets out the Police and Crime Commissioner's intended priorities and activities for the period 2014-2017. Views are currently being sought from partners. The final document will be supported by a comprehensive narrative as well as a separate section on performance measures. Alongside the revised Police and Crime Plan we will also publish the OPCC's Business Plan at the end of March.

3. The focus of the revised Police and Crime Plan

The Police and Crime Commissioner's overall vision that underpins the revised Police and Crime Plan is to ensure that Devon and Cornwall and the Isles of Scilly continues to be a safe place to live, work and visit. To keep crime levels low; to improve confidence in policing; to support the economy; and to encourage people to work together to make our communities safer.

Six priority areas of activity have been identified.

To make our area a safer place to live, work and visit – reducing the likelihood that people will become victims of crime. The overriding objective is to keep crime levels low. The Plan reinforces the Commissioner's commitment to neighbourhood policing and his pledge to keep police officer numbers above 3000 for the duration of this Plan. Specific actions are identified in the Plan to address particular crimes, such as violent crime, sexual assault and domestic abuse – in addition to the wider policing mission.

To reduce alcohol related crime and the harm it causes. Alcohol related crime and harm is a significant concern within our area. It places significant costs on our public services and affects our communities and individuals in many different ways. We need to create an environment where consumption of alcohol is undertaken responsibly and with recognition of the impact that alcohol can have on others and the community at large and where tolerance is low for those who engage in crime as a result of excessive drinking. The actions and activities set out in the draft Plan are focused on achieving this. The police, local authorities, partner agencies, businesses, communities and the third sector all have a role to play in reducing the harm that alcohol related crime has on our society and we will be looking to work closely with them to deliver this Plan.

To make every penny count in protecting policing for the long term. To drive for further efficiency, work to secure more central funding and actively explore all avenues to deliver the significant savings we require to sustain our services. The funding landscape for policing over the coming years is challenging. Significant efficiency savings have already been made in our area but further action is needed to ensure that over the longer term we are able to deliver a high quality police service for our communities. Alongside ongoing work to explore the scope for a possible Strategic Alliance between Devon and Cornwall and Dorset, a comprehensive project will be launched to identify how we can avoid a structural deficit from 2017/18. It will explore the scope for collaboration and partnership, how we might increase policing income as well as the capacity for further efficiency savings. All options will be considered and inevitably we could face some tough choices but it is right that this work is progressed to protect policing over the longer term.

To promote an effective criminal justice system that delivers high quality services for victims, witnesses and society. It is essential that all stages of the criminal justice system function well and that each of the key agencies work together in an efficient and effective way. It must support the successful prosecution of offences, with robust and well run cases. It must provide an appropriate range of mechanisms for dealing with offences – including the use of out of court settlements, asset recovery mechanisms and restorative justice where appropriate. Finally it must deliver a reduction in reoffending through the provision of high quality and robust rehabilitation services. The Police and Crime Commissioner has a statutory duty to work with criminal justice bodies to provide an efficient and effective criminal justice system for the police area and the Plan identifies a range of actions that will be taken forward by the Commissioner and the police service, working closely with partners. The most significant issue on the horizon for the coming year is the planned reform of rehabilitation services and we will need to work closely with all partners to ensure that the new arrangements being put in place meet our local needs.

To deliver a high quality victim support service across our area. It is vital that timely information, support and care is delivered to all victims of crime and that the services provided meet their needs and that the new Victims Code is effectively implemented within our area. From April 2015 the Commissioner will take direct responsibility for the commissioning of victims services across the peninsula and we will be working closely with partners and with the Commissioner's Victims Advisor to ensure that we have a coherent and comprehensive approach that meets the needs of all kinds of victims.

To encourage and enable citizens and communities to play their part in fighting crime and keeping their communities safe. A stronger emphasis is placed in the refreshed Plan on the need to stop crime from occurring and on the role that citizens, businesses and communities can play in helping us to achieve this. We will be working closely with the police service and partners to engage these groups more closely in work to prevent crime and to improve community safety. A review of the role of volunteering within the wider policing family will be carried out to support delivery of this priority.

4. Delivery of the revised Police and Crime Plan

Delivery against the draft Police and Crime Plan for 2014-2017 cannot be achieved by the Commissioner and the Chief Constable acting in isolation. In order to achieve progress on the priorities identified in the refreshed Plan we will need to work closely and effectively with our statutory partners and with the third sector. In addition there is a key role to be played by members of the public, our local communities and by businesses and we will be working closely with them going forward.

The Commissioner will hold the Chief Constable to account for delivery against the Plan through a series of scrutiny meetings. He will also hold his own Chief Executive to account for the delivery of the relevant elements of the Plan that will be delivered by the Office of the Police and Crime Commissioner (OPCC).

The performance measure framework for the refreshed Plan is still being developed but it will be based upon the following principles:

- The performance measures will relate specifically to outcomes described in the Police and Crime Plan.
- Performance measures will be risk assessed for reliability, validity and potential for perverse incentive in consultation with the Force.

- Generally the performance measures will be one year measures, effective from 1st April 2014 unless the measure relates to a longer term issue or project.
- The PCC may wish to add specific national or Most Similar Group ranking attainment measures in some areas of performance, subject to the above risk assessment process.
- The baseline for most performance measures is to be developed through consultation with the Force, giving due consideration to the most appropriate period for each measure.
- The performance measures will take a 3 tiered approach to provide a focused direction of travel as follows:
 - Generally satisfied with performance in this area, current good performance should be maintained
 - Some concerns about performance in this area – improvement in performance is expected
 - An area of significant concern – a transformation of performance is required

Figure 1 provides an illustration of how the proposed performance framework would work (the contents are not necessarily intended for inclusion in the final framework).

To make Devon and Cornwall and the Isles of Scilly a safer place to live, work and visit

Outcome	Measure	Performance measure	Baseline
To reduce overall crime	• Number of crimes per 1000 popn	Improvement in performance is expected	TBA
	• Number of serious acquisitive offences	Current good performance should be maintained	TBA
	• Number of violence offences	Transformation of performance is required	TBA
To maintain frontline policing	• Number of officers	Current good performance should be maintained	TBA
	• Number of special constables	Improvement in performance is expected	TBA
	• Proportion of the workforce in frontline roles	Current good performance should be maintained	TBA

Please note that this is a prototype designed to give a feel for how the final product might look. The actual contents are neither agreed nor necessarily intended for inclusion in the final document.

5. Finalising the Police and Crime Plan 2014-2017

The refreshed Police and Crime Plan 2014-2017 will be finalised over the next two months, for publication at the end of March 2014. In finalising the refreshed Plan we will take account of any comments made by the Panel and of feedback received from our consultations with partners.

The Panel does not have any further meetings scheduled between now and the end of March 2014 but we recognise that the Panel may wish to be kept informed about the progress that is being made and to be given an opportunity to comment in particular on the eventual performance measures framework. The Panel are invited to consider whether how they would like to remain engaged in this process, for example through the Chair and Vice-Chair.

Contact for further information

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Draft Police and Crime Plan 2014-2017

My vision

To ensure that Devon and Cornwall and the Isles of Scilly continues to be a safe place to live, work and visit. I want to cut crime, improve confidence in policing, support the economy and encourage people to work together to make communities safer.

My priorities are:

- *To make our area a safer place to live, work and visit – reducing the likelihood that people will become victims of crime.*
- *To reduce alcohol related crime and the harm it causes.*
- *To promote an effective criminal justice system that delivers high quality services for victims, witnesses and society.*
- *To deliver a high quality victim support service across our area.*
- *To make every penny count in protecting policing for the long term. To drive for further efficiency, work to secure more central funding and actively explore all avenues to deliver the significant savings we require to sustain our services.*
- *To encourage and enable citizens and communities to play their part in fighting crime and keeping their communities safe.*

I will set clear goals for myself, for the Chief Constable and for others in this plan and will work with them and partners to achieve those goals.

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

To deliver against this priority

I will:

- Support neighbourhood policing and keep police officer numbers above 3000 for the duration of this Plan.
- Keep crime levels low by focusing on prevention and on reducing reoffending
- Support crime reduction activities by commissioning services through CSPs and directly from Youth Offending Teams and Sexual Assault Referral Centres as well as by providing funds directly through my PCC Small Grants Scheme.
- Actively encourage and enable greater involvement by citizens and communities to support policing and to help us reduce crime.
- Encourage businesses to work closely with the police to help deter crime and detect offenders.
- Explore ways to further develop the peninsula wide evidence base to better inform crime reduction strategies.
- Respond to the needs of the community by reviewing the 101 non-emergency service in 2014 and to then drive forward any required improvements to better meet the needs of callers.

I expect the Chief Constable to:

- Keep our area safe and crime levels low by focusing on reducing crime.
- Reduce the risk to victims in the area of domestic abuse and effectively tackle offenders of domestic abuse, in particular to reduce repeat victimisation and repeat offending.
- Improve the service provided to victims of rapes and serious sexual assaults through the actions of the police and through effective working with other criminal justice agencies.
- Find new ways to work with communities, businesses and citizens to help prevent offences occurring and to increase community resilience to crime.
- To protect and keep safe vulnerable people, through integrated working arrangements with partners, including co-locating services, as appropriate.
- Deliver an enhanced analytical capacity that provides evidence based insight into the drivers of crime and to provide and evaluate solutions.
- Deliver a high quality call-centre function for emergency and non-emergency calls, ensuring that callers receive the support they need in a timely fashion.
- Take forward any agreed recommendations for improvement to the 101 service that emerge from my review of the current service.
- Deploy an efficient workforce mix within the Force that maximises the frontline
- Deliver our required contribution to national policing priorities including those set out by the Home Secretary in the Strategic Policing Requirement.

I will work with partners to:

- Strengthen and maintain services which help prevent future crime occurring, such as early intervention, prevention and recovery services and to explore how we can support each other.
- Focus on protecting the most vulnerable members of our society.

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- Ensure that local Health and Wellbeing Boards see crime as part of their wider agenda and that they recognise its impact on community safety and on individual health and wellbeing.
- Encourage them to work with the police to help understand emerging threats.
- Help manage and rehabilitate prolific offenders within the community by providing timely access to pathway services such as housing and employment.
- Examine how they can help us improve the service received by people calling the 101 service for non police matters.

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

To deliver against this priority

I will

- Champion a more responsible approach to alcohol across the peninsula and seek a shift in cultural attitudes towards crime and antisocial behavior that is fuelled by excessive drinking.
- Campaign for a more responsible approach from retailers to reduce the availability of cheap, super-strength alcohol and the scope for 24 hour a day access to alcohol.
- Advocate a more responsible approach from all licensees where harm is minimised and tolerance for unacceptable behaviour is low.
- Raise awareness and improve education about the harm caused by alcohol, in particular to raise awareness amongst young people and parents.
- Support community safety work on alcohol through my commissioning funds and through my PPC Small Grants Scheme.
- Highlight and promote best practice in tackling alcohol related crime and antisocial behavior.
- Work with partners to identify and address service gaps and issues.
- Lobby the area's 18 Members of Parliament and government directly, and work with the media, to support partnership alcohol strategies.

I expect the Chief Constable to:

- Reduce alcohol related crime, working across urban, coastal and rural settings.
- Work with partners to reduce alcohol related violence and alcohol related abuse in the home.
- Maintain effective policing operations to pursue drink drivers and to deter drink driving.
- Effectively target locations in which alcohol related crime and antisocial behavior repeatedly occur.
- Make good use of licensing mechanisms to manage problem premises and if needed to seek their closure.
- Effectively deploy the range of legal measures that are available to them to address alcohol related crime and disorder problems, such as Fixed Penalty Notices and Dispersal Notices.
- Work with me and others to raise awareness and improve education on alcohol related crime and harm.

I will work with partners to:

- Make alcohol a major focus of local Health and Well Being Boards in the coming years.
- Protect and enhance key recovery and support services through better integration and to improve the availability and outcomes of alcohol treatment arrangements.
- Secure effective management of their NTE areas to reduce harm and boost community safety.

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- Ensure that licensing processes are robust and that police concerns are given a high weighting.
- Support them in examining new ways to address alcohol issues in their licensing areas; including the use of restricted hours, late night levies and tighter licensing controls.
- Encourage a proactive approach to licensing enforcement, including the use of test purchasing.
- Enhance the local data picture on alcohol related crime.

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

To deliver on this priority

I will:

- Work with the Chief Constable over the next 9 months to develop a vision for how we will deliver a balanced budget by the end of 2017/18 with £12m of additional annual savings.
- Publish a Financial Roadmap in December 2014 to provide a clear direction for future years which will remove the structural deficit from 2017/18.
- Provide financial support (through the use of reserves) to make necessary investments that are required to help us deliver that balanced budget from 2017/18.
- Actively explore the scope for collaboration with Dorset Police through a potential Strategic Alliance.
- Carry out a full strategic review of the following issues to inform that Financial Roadmap
 - o Examining the scope for efficiency savings through collaboration and partnership.
 - o Considering private sector options for service delivery across all areas on a level playing field.
 - o Assessing options for increasing the revenue received by the Force for services.
 - o Reviewing the police estate to identify opportunities for shared estates with partners as well as the scope for asset sale and cost minimization.
 - o Scoping the potential for further cost savings from improved productivity, greater efficiency in business and operational support functions and all other non pay costs.
- Lobby our national government to deliver a better police funding settlement for Devon, Cornwall and the Isles of Scilly.
- Bid for funds from the Home Office's Police Innovation Fund to support collaboration, partnership working and innovative policing in our area.
- Campaign for a greater share of Proceeds of Crime Act funds to be allocated to police rather than be retained by central government.
- Support our economy by working with the Chief Constable to explore ways in which we can get our highways reopened more quickly following road accidents – including through investment in technology and equipment.
- Ensure value for money in the operation of my office and look to make efficiency savings wherever possible.

I expect the Chief Constable to:

- Work closely with me and the Chief Constable and Police and Crime Commissioner of Dorset to scope the potential for a Strategic Alliance between our two Forces.

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- Work with me to develop our vision for the Financial Roadmap through a joint project to actively explore all options for collaboration, income enhancement and efficiency savings.
- Deliver the efficiency savings already identified and drive forward the Force's existing change programme to ensure we can realise maximum benefit.
- Work to make policing more efficient across our area.
- Deliver clear and measurable improvements in productivity, in areas such as sickness absence, the reduction of bureaucracy and IT deployment.

I will work with partners to:

- Bring forward new ideas and proposals and help to identify areas where collaboration or new service approaches might deliver savings or generate income
- Understand your requirements for policing to help inform our vision for the Financial Roadmap

To promote an effective criminal justice system for our area, delivering a high quality service for victims, witnesses and society.

To deliver against this priority

I will:

- Influence and shape the upcoming reforms to rehabilitation services to ensure they reflect local needs and strengthen efforts to keep our area safe.
- Discharge my responsibility to ensure an efficient and effective CJS by working with partners to deliver the Local Criminal Justice Board Action Plan.
- Improve the options available to victims on how offences are dealt with by delivering a range of restorative justice solutions through my commissioning process.
- Advocate the importance of a victim focused CJS which delivers high quality services for victims and society, according to need and to champion the interests of all victims and witnesses.
- Campaign for greater action by partners on mental health to prevent people entering the criminal justice system unnecessarily.
- Explore how electronic tagging could help us to manage prolific offenders in our area.
- Closely scrutinise the use of out of court disposals to make sure they are used appropriately.
- Support efforts to prevent reoffending by young people, by encouraging the appropriate use of non court actions and mechanisms like restorative justice for first time offenders.

I expect the Chief Constable to:

- Work with other agencies to support delivery of an effective end to end criminal justice system for our area.
- Ensure that police documentation and inputs into the wider criminal justice system are of a consistently high quality and to work with the CPS to identify and address any process issues.
- Make use of new national data on the outcome of investigations to better understand where there are barriers and blockages which might prevent the Force achieving successful outcomes for an investigation and to make improvement as appropriate to address them.
- Vigorously pursue the assets of serious and organised offenders who fund their lifestyles through crime.
- Target those who jeopardise the safety of others through serious driving offences through asset seizure processes, where appropriate.

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- Maximise opportunities to divert young people from career criminality through appropriate use of restorative justice outcomes.

I will work with partners to:

- Ensure that the rehabilitation service contracts being put in place in 2014 reflect local needs and that transition does not adversely impact services and affect reoffending.
- Support the development of innovative approaches for restorative justice services.
- Encourage them to provide the required support for people suffering from mental health issues to avoid them entering the police environment unnecessarily.
- Campaign nationally for a greater level of support for those suffering from mental health issues.

To deliver a high quality victim support service across our area

To deliver against this priority

I will:

- Champion victims' interests, nationally and locally.
- Provide a high quality, effective and improved service for all victims of crime which will be in place for April 2015 and monitor the performance of existing providers from April 2014.
- Drive forward implementation locally of the new National Victims Code.
- Fund wider services which provide support for victims through my commissioning process and directly through my funding of Sexual Assault Referral Centres and my PCC Small Grants Scheme.
- Listen and respond to the views and needs of victims, working closely with my Victims Advisor and partners to ensure the needs of victims from diverse communities and vulnerable victims are properly understood.

I expect the Chief Constable to:

- Work with me to deliver an effective service for victims and to prepare for the transition in service provision from April 2015.
- Ensure that the needs and interests of victims are well understood within the Force.
- Treat victims with dignity and offer them appropriate support according to their need.
- Put in place arrangements to ensure that victim personal statements can be used within the CJS in an effective and timely manner, including for victims of domestic abuse, sexual assault, violence and domestic burglary.
- Protect and keep safe vulnerable victims, through integrated working arrangements with partners, including the use of co-location, as appropriate.

I will work with partners to:

- Shape the future of victims' services in our area.
- Improve signposting and referral systems for existing and new services so we can make sure victims get the best possible service according to their need.
- Help protect vulnerable victims, through integrated working arrangements with partners, including co-location.

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To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer

To deliver against this priority

I will

- Champion and enable greater involvement by citizens and communities to support policing and help keep their communities safe, including ways to prevent crime occurring.
- Support the development of active citizenry schemes and community projects by working to remove unnecessary barriers and red tape.
- Provide seed funding and support, when appropriate, to help initiatives get off the ground.
- Encourage businesses to work more closely with the police to help deter crime and apprehend offenders.
- Establish a PCC Award Scheme to recognise the most effective schemes and ideas.
- Explore how the police and partners can better support existing schemes.
- Ask the Chief Constable to review the scope and scale of volunteering in policing and examine:
 - the volume and range of volunteer roles and civic engagement opportunities.
 - the potential costs and benefits of more radical approaches to civic engagement and community involvement.
 - how we can make the most of volunteering.

I expect the Chief Constable to:

- Think creatively about how to work with citizens and communities in policing, crime prevention and community safety, in particular how it can help manage demand on the police in peak summer months.
- Deliver at least 150,000 hours of service per annum by Special Constables distributed across the Force area by the end of the Plan period.
- Review the current extent of public participation within policing and community safety including the existing support infrastructure and work with me, partners and volunteering organisations to build a strategy for:
 - o Greater involvement of volunteers in policing, including a wider range of roles.
 - o Identifying and pursuing opportunities to work with others to boost volunteering.
 - o Improving engagement, support and infrastructure within Devon and Cornwall Police to ensure the long term sustainability of volunteering and satisfaction of volunteers.
 - o Improving the diversity of the volunteer base.

I will work with partners to

- Engage them in helping us to review the relationship between policing and communities and citizens – to share experiences, ideas and best practice.
- Assist with the establishing of networks and promote opportunities for the public to participate in policing more effectively through guidance, support and advice.
- Support us in finding new ways to optimise volunteering and in helping us to review existing activities.