

# 'Safer Together'

The Police and Crime Plan for Devon,  
Cornwall and The Isles of Scilly 2014-17



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

# The Police and Crime Plan 2014-2017

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## **Foreword by Tony Hogg, Police and Crime Commissioner**

As the Police and Crime Commissioner for Devon and Cornwall and the Isles of Scilly (the Commissioner) I am elected to represent the public. I take important decisions on funding, set the strategic direction and hold others, particularly the Chief Constable, to account for the work that they do. I challenge and criticise to seek improvement and I praise and champion good work where appropriate. In everything I do I act in the best interests of Devon and Cornwall and the Isles of Scilly – a place I am honoured to represent.

My vision is straightforward.

***To make Devon and Cornwall and the Isles of Scilly a safe place to live, work and visit. I want to cut crime, keep people safe and encourage everyone to work together to make communities stronger and safer.***

We live in a beautiful, vibrant part of the country. It is a special place, both for those of us that live here and for the millions of tourists we welcome to the area each year. My goal is to improve the lives of people living in and visiting the peninsula, especially if they become witnesses or victims. We all want to build our homes, raise our families and run our businesses in a safe and secure environment during the day and night; and be certain that when bad things happen the police and others will be there to protect us.

These are challenging times. Against a backdrop of continued cuts in funding for public services we must deliver significant efficiency savings through innovative thinking about how services are provided. We must work closely with partners like local authorities, health services and the third sector to ensure that, despite reduced budgets, important support services are maintained. In addition, we need to develop effective systems to help reduce reoffending, create safe and sustainable communities and prevent new offenders turning to crime.

I cannot do this alone. It requires us all to work together. The police, local authorities, partners, like health and probation and the voluntary sector, all have key roles to play. So do members of the public and our local industries. If we all pull together there is much we can achieve.

A handwritten signature in black ink that reads "Tony Hogg." The signature is written in a cursive style with a large, sweeping initial 'T'.

**Tony Hogg**

## Executive Summary of the Commissioner's Police and Crime Plan 2014-2017

"This Police and Crime Plan for 2014-2017 sets out my priorities for policing, crime and community safety in Devon and Cornwall and the Isles of Scilly. I have identified six priority areas where I want to make significant progress over the next three years and this Plan describes the actions that need to be taken to deliver against these priorities. There are many people involved in policing and community safety and I intend to work closely with the Chief Constable and with our statutory and voluntary partners to deliver this Plan. I also want to work with members of the public to help them to play their part in keeping us all safe. I will continue to listen to the public to understand their views on the most important issues and to help find solutions. This plan is not just for the Chief Constable. It sets out what I will do, what I expect the police to do and how I will look to work with partners. This Plan will shape the work of my office, the police service and our work with partners over the next three years."

### The Commissioner's Six Priorities



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

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

There is a strong emphasis on reducing those crimes that cause the greatest harm particularly against the most vulnerable members of our society, specifically violent crime, domestic abuse, sexual assault and hate crime. In a number of these areas there is a real concern about under-reporting and we want to encourage more people to report these crimes and to seek help and support from the police and other agencies.

The Plan includes an enhanced focus on crime prevention where we want to work collectively with individuals, communities and businesses. Similarly it recognises the importance of early intervention work, in particular by partners, to safeguard vulnerable people and to help address some of the complex and interlinking problems such as alcohol and substance dependency, which can drive crime and reoffending. Through this Plan we will work with local authorities and partners to support the continuation of such services in the current financial climate.

This Plan is based upon our current understanding of the picture of crime and offending in our area but crime is not static. New threats and challenges are continually emerging. We will be working with partners and the police to improve our collective understanding of the drivers of crime. We also need to build a better understanding of the impact of emerging threats like crime committed through the use of technology and the internet.

This year we are transforming the use of performance measures to get rid of targets that might create incentives for poor practice. By establishing a more mature performance regime we hope that police officers will never need to chase targets as an alternative to doing to best thing for the public.

## **Priority 2: To reduce the crime and harm caused by the misuse of alcohol.**

The Commissioner has particular concerns about the role that alcohol plays in causing crime and in making individuals more vulnerable to becoming a victim. It contributes to a wide range of offences including, sexual violence, domestic abuse, hate crime and violence in public places and places significant strain on our emergency services and on communities. Currently our area has very high levels of violence, public order and sexual assault compared to other parts of the country, much of which is likely to be linked in some

way to alcohol. These figures are far too high and a significant programme of work is being put in place under this Plan to reduce this problem and to improve the safety of our communities.

We want to create an environment where the sale and consumption of alcohol is undertaken responsibly and where the impact that alcohol can have on others and the community at large is properly recognised. We must be clear that tolerance is low for those who engage in crime as a result of excessive drinking and we must challenge providers who encourage or facilitate criminal behaviour through lax licensing practices. The issues surrounding alcohol-related crime are complex. We will be working closely with our partners to ensure that high quality and effective arrangements are in place to support victims and to help offenders who are dependent on alcohol to access treatment services.

The actions and activities set out in this Plan are focused on achieving these aims and include a clear commitment to work actively with the police, local authorities, partner agencies, businesses, communities and the third sector who all have important roles to play.

**Priority 3: To make every penny count in protecting policing for the long term. We need to drive for further efficiency, work to secure more central funding and actively explore all avenues to deliver the significant savings we require from 2017/18 to sustain our services.**

The financial pressures placed on all public services over recent years have been intense. While significant efficiency savings have already been achieved (£40m since April 2011) we will need to deliver further cost reductions to balance the books and sustain policing in the long term. It is estimated that we will need to find additional savings of around £12m per annum from 2017/18 to offset expected budget cuts from central government.

Under this Plan we will launch a major project in 2014 to consider how this can be achieved and to create a joint Financial Roadmap between the Commissioner and the Chief Constable which sets out the scope for further financial savings. We will explore the scope for savings through greater collaboration which may help deliver real financial savings for all parties, including ways we can work with the private sector, where appropriate. We will also be looking at new ways in which we may be able to increase policing income. Important work is already underway to explore the scope for a possible Strategic Alliance between Devon and Cornwall Police and Dorset Police which will inform this work.

As part of this Plan we will continue to look closely at ways in which we can increase efficiency and improve productivity. This includes steps to reduce the running costs of the Commissioner's Office.

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

It is essential that all parts of the Criminal Justice System function well and that all of the key agencies work together in an efficient and effective way. We need to make sure that the needs of victims and witnesses are properly understood and that we provide high quality services to meet their needs.

This Plan sets out a range of actions to improve the efficiency of the existing system, including services to victims and witnesses for example, through access to a range of restorative justice solutions. The Commissioner does not control many of the levers that will help to deliver the actions set out in this priority. The Commissioner will therefore work with other organisations to deliver improvements. The Commissioner will focus on vulnerable groups that are less well served by the current system. For example, guarding against certain sections of society entering the Criminal Justice System unnecessarily due to limited capacity in mental health services.

The Government is introducing significant changes to offender rehabilitation services in the next year. During 2014 we will see the widening of rehabilitation services to offenders sent to prison for less than twelve months and the commissioning of services to the private and voluntary sectors for lower risk offenders. A major focus of our work under this priority will be our engagement with those leading the reforms. The Commissioner must take an active and central role; to ensure that these changes work well for our local area and that we see real reductions in reoffending through robust and high quality services.

## **Priority 5: To deliver a high quality victim support service across our area.**

The rights and entitlements of victims are at the heart of this Plan. The Commissioner will, through this Plan, ensure that all victims receive access to the support they need in order to help them cope and recover from the effects of crime.

In April 2015 the Commissioner takes direct responsibility for victims services. There is significant work to be done to make sure that we understand the varying and complex needs of victims and to ensure that the support services that we fund are an effective response to those diverse needs. The Commissioner's Office will establish improved services, working closely with the police, partner agencies, community groups and the third sector to secure an effective service for victims.

The new national Victims Code will be implemented locally under this Plan. It will provide an enhanced level of service for certain victims, including vulnerable victims and those subject to repeat victimisation. It will also pave the way for better use of Victim Impact Statements so that courts get a clearer view of the harm caused by the criminal act. The

Commissioner will work with the Chief Constable and criminal justice agencies to drive forward local implementation of the Code and to ensure that the voices of victims are heard and understood.

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

This Plan places an enhanced focus on involving the 1.7 million residents of the peninsula in the policing mission and on ensuring that the right structures and support are in place to facilitate this. The public want to do more and we want to look at how we can engage them more directly in keeping their communities safe. Closer engagement provides a valuable bridge between the police and communities and will help foster greater understanding and boost confidence in the police.

This is not a new concept. Such schemes already exist but there is scope to widen these pathways to help us continue to deliver high quality services in this challenging financial landscape. The Commissioner is committed to expanding the involvement of individuals and communities in policing and community safety and will provide help and support to get initiatives off the ground. Through this Plan we will work to remove barriers and reduce red tape and will provide seed funding, where appropriate. This Plan initiates a review of the current extent of volunteering within the policing family to explore the benefits of widening the use of volunteers and to look at how we can make the most of volunteering. It also recognises the need to address issues relating to infrastructure to ensure that volunteers are properly supported. We will be working closely with the police service and partners to engage these groups closely in work to encourage greater participation by individuals and communities in crime prevention and to improve community safety.

### **In addition to these Priorities, the Commissioner remains committed to:**

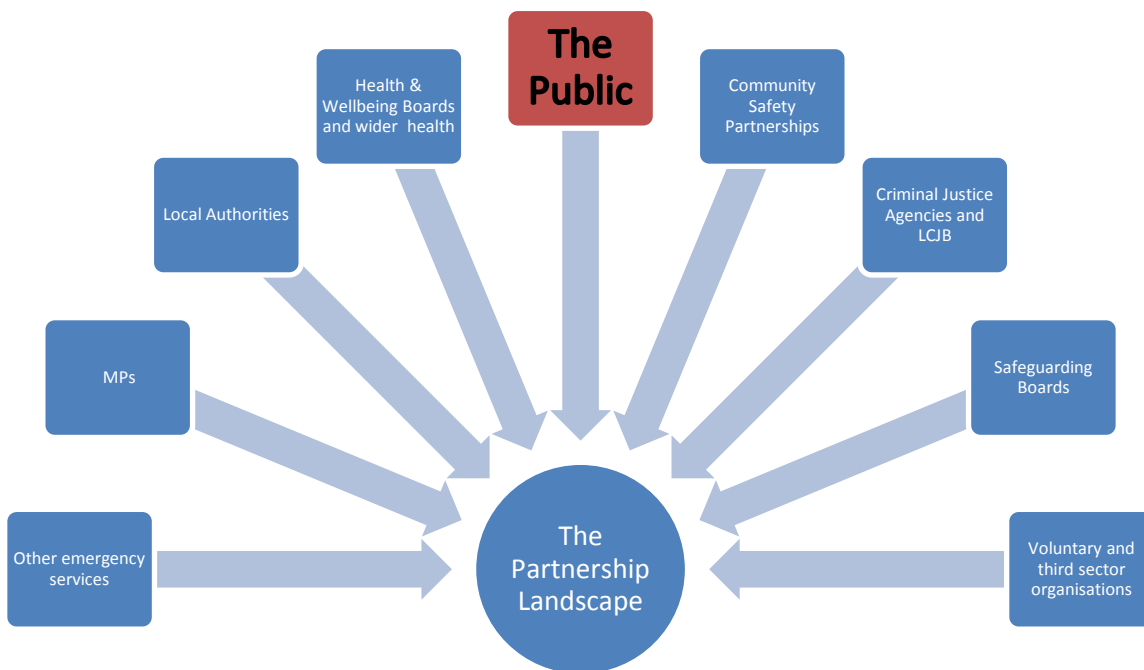
- Maintaining an ongoing discussion with the public – through active and open dialogue and debate - to ensure that the public's views on the issues we face are understood and to improve understanding between the police and the public.
- Tough and continual scrutiny of performance and efficiency measures within the police; challenging under-performance and praising success; and by involving the public in scrutiny through open debate not just of the police but of the work of partners as well as of the Commissioner and his office.
- Making decisions based on evidence and informed by strong and wide-ranging engagement to ensure that public views are well understood, especially the views of diverse community groups.
- Keeping this plan under regular review. Remaining alert to emerging threats and issues and being responsive – adapting our approach and priorities as needed.



- Strict compliance to high standards in public office and thorough scrutiny of the Force's compliance with the Code of Ethics.

## Delivering the Police and Crime Plan

Delivery of the Police and Crime Plan for 2014-2017 cannot be achieved by the Commissioner and the Chief Constable acting in isolation. We will need to work closely with our statutory partners, the third sector and the public. While the partnership landscape is inevitably complex there are many shared agendas and we will be working closely with a wide range of partners on the actions identified in this Plan.



## Assessing progress against the Plan

Each of the six Priorities set out in this Plan contain a series of actions and activities that will be taken by the Commissioner and the Chief Constable. In order to track progress against the delivery of these actions, a series of Strategic Delivery Boards will be established jointly between the police service and the Commissioner's Office. These Boards will be tasked with driving forward progress against a particular priority and will report jointly to the Commissioner and the Chief Constable at regular intervals. Public progress reports will also be made available online on a quarterly basis to provide greater transparency and will be submitted to the Police and Crime Panel to aid their scrutiny of the Commissioner's work.

A new framework for measuring performance towards this Plan is set out in Annex 1.

## **Improving transparency**

The Commissioner is committed to improving transparency of his work and will be increasing the range and quality of information that is available to the public through the Commissioner's website.

The Commissioner holds the Chief Constable to account for the totality of policing through an established Performance and Accountability Board. Going forward these meetings will be held every two months and will be open to the public.

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

**“My overriding priority is to make Devon and Cornwall and the Isles of Scilly a safer place via crime and harm reduction strategies. We must put victims at the heart of everything we do, we must bring offenders to justice and we must reduce levels of reoffending in our area. I want to focus on the priority areas identified in the Peninsula Strategic Assessment alongside working with communities and businesses to prevent other types of crime and to identify and turn-around emerging problems. “**

Areas flourish when they are healthy, prosperous, appealing, well managed and safe. Devon and Cornwall and the Isles of Scilly have lower levels of crime than most parts of the country but there is still too much crime in our area. The Commissioner is particularly concerned about the high rate of violent crime. This Plan includes new work to ensure that the causes of violence are better understood so they can be acted upon. The police, supported by partners, have the primary responsibility to cut crime and this Plan sets a clear expectation on the Chief Constable to do this.

The Commissioner has kept to his promise to keep police officer numbers above 3000 for the duration of this Plan, despite government budget reductions. We need to ensure that resources are deployed efficiently within the force to maximise frontline policing and improve accessibility.

All crime should be taken seriously but we must place an additional focus on reducing those crimes that cause the greatest harm and on ensuring the most vulnerable members of our society are protected. The Peninsula Strategic Assessment (PSA), which has been prepared collectively by community safety and crime prevention agencies across the area, identifies four specific areas for priority action. This Plan supports the findings of the PSA and sets out clearly that these four areas should be properly addressed by the police.

### **Peninsula Strategic Assessment**

The Peninsula Strategic Assessment describes the crime and community safety issues affecting communities across Devon and Cornwall and the Isles of Scilly. This allows organisations to identify shared priorities and indicates where joint approaches and co-ordination of partnership resources may be most effective. The Peninsula Strategic Assessment identifies four priorities that most affect communities across the Peninsula

- Domestic, family and sexual abuse
- Alcohol, violence and the night time economy
- Anti-social behaviour
- Reoffending

Alongside this we must ensure that we are able to meet our national obligations, through our commitment to the Strategic Policing Requirement to tackle threats such as counter terrorism, serious and organised crime and civil contingencies. These areas of policing may not be regularly raised by members of the public but they are a significant risk to all of our communities.

This Plan places a strong emphasis on crime prevention. Successful crime prevention leads to fewer victims, less police demand and safer communities. Low crime areas encourage investment, attract visitors and instil greater confidence and feelings of safety. Crime prevention is the responsibility of all parts of society. The police acting in isolation can only do so much. It is essential that local communities, partners and businesses work with the police – to deter offenders, to increase local resilience and to help the police investigate and pursue offenders. The use of watch schemes, enhanced security systems, CCTV, greater intelligence and data sharing all have a role to play. The police can and will provide support to businesses, individuals and communities who want to play their part in the community's stance on crime. The Commissioner also stands ready to support such efforts – through this Plan and by working to remove barriers and red tape that may be preventing people from playing a more active role.

In all areas of our work to deliver against this priority and the overall Plan we will look to work closely with our statutory partners including Safeguarding Boards, Community Safety Partnerships and local authorities. The Commissioner sees a central role for local Health and Wellbeing Boards in this area given the impact of crime on community safety and on individual health and wellbeing and wants to work closely with them on these issues.

In tackling crime we need to ensure that victims are at the heart of everything we do. This Plan contains a series of actions to help protect the most vulnerable people in our communities, to safeguard and protect them from harm, to encourage them to report crime and to seek support. The young, elderly, disabled and disadvantaged as well as those from diverse communities are all more likely to face threats and risks and are sometimes less likely to come forward to seek help. Similarly victims of certain types of crime, notably domestic abuse and sexual assault, are sometimes reluctant to contact the police or partner agencies for assistance. The reasons for this reluctance are complex but actions will be taken under this Plan to reduce barriers and to improve victim confidence in the system.

Offending is influenced by a range of factors often interlinked to present a complex and stubborn problem. The continued provision of support services by partners, in areas such as substance addiction, mental health, support for young people and action to address anti-social behaviour (ASB), is a key factor in helping to prevent crime occurring. The current balance of the police service working alongside partner agencies from community safety partnerships, local authorities, charities and the voluntary sector needs to be sustained and enhanced.

Partners and those working in the third sector are under significant financial strain in the current climate and there is a real risk that valued services may be cut back or withdrawn. The actions identified in the Plan recognise the need for the Commissioner and the Chief Constable to do all that they can to minimise the impact of the cuts – by looking for ways to work more closely with others to improve efficiency and sustain key services. We need to move to a position where joint working is the norm and move to shared strategies and shared delivery. We must not work in silos. Critically, we need to share information with each other far more freely and willingly. Too often we hear of cases where victims have been let down by the apparently simple failure to pass information between agencies. To support this, the Plan will support and champion closer working between the police and partners, including the potential for extending data sharing.

The Commissioner will continue to spend significant sums of money on commissioning key services which support crime reduction and community safety through Community Safety Partnerships. Such services include the provision of drug and alcohol treatment services and well as action to tackle ASB and to help rehabilitate offenders. In addition, the Commissioner will continue to provide direct funding to Youth Offending Teams and Sexual Assault Referral Centres and will provide smaller sums of money through the PCC's Small Grants Scheme which provides grants of up to £5,000.

Over the past year the Commissioner has heard a number of concerns from members of the public about the 101 non-emergency phone service. In response to these concerns, this Plan includes a review of the existing 101 service to assess how well it is meeting the needs of callers and to identify and deliver any required changes.

The threat posed by crime continues to evolve and so we must remain vigilant. We need to work together with our partners in other agencies to develop our understanding of crime trends and the risk of emerging threats. Areas such as internet grooming and other cyber crimes, as well as the impact of so called 'mate crime', which can have a devastating impact on the vulnerable, call for new approaches in order to address them effectively. Through this Plan we will seek to work more effectively with the research community to validate and supplement our own analysis work.

**The Commissioner 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 and anti-social behaviour
- Require a continued focus by the police on the key threats identified in the Peninsula Strategic Assessment, in particular to work closely with partners to tackle domestic abuse and sexual assault, to ensure that vulnerable adults and children are supported through effective safeguarding mechanisms and to tackle drug and alcohol-related crime.

- Support crime reduction activities by commissioning services through Community Safety Partnerships and directly from Youth Offending Teams and support from Sexual Assault Referral Centres, as well as by providing funds directly through the PCC's Small Grants Scheme.
- Actively encourage and enable greater involvement by citizens and communities to support policing, reducing antisocial behaviour and to help us reduce crime.
- Encourage the business community to work closely with the police to help deter crime and detect offenders.
- Explore (with our partners) ways to further develop the peninsula-wide evidence base to better inform crime reduction strategies and join up approaches to solving problems.
- Respond to the needs of the community by working with the Chief Constable to review the 101 non-emergency service and to agree any changes that need to be made to the service to better meet the needs of callers.

**The Commissioner expects 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 perpetrators of domestic abuse, 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.
- Actively encourage the increased reporting of domestic abuse, sexual assault and hate crimes.
- 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.
- Deliver enhanced analysis that provides evidence based insight into the drivers of crime and to provide and evaluate solutions.
- Deliver a high quality and accessible call-centre function for emergency and non-emergency calls, ensuring all callers receive the support they need in a timely fashion.
- Work with the Chief Constable to review the 101 service and to take forward any agreed recommendations for improvement.
- Deploy an efficient workforce mix within the Force that maximises frontline services.
- Deliver our required contribution to national policing priorities including those set out by the Home Secretary in the Strategic Policing Requirement.

**The Commissioner will work with partners to:**

- Strengthen and maintain services which help prevent 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.

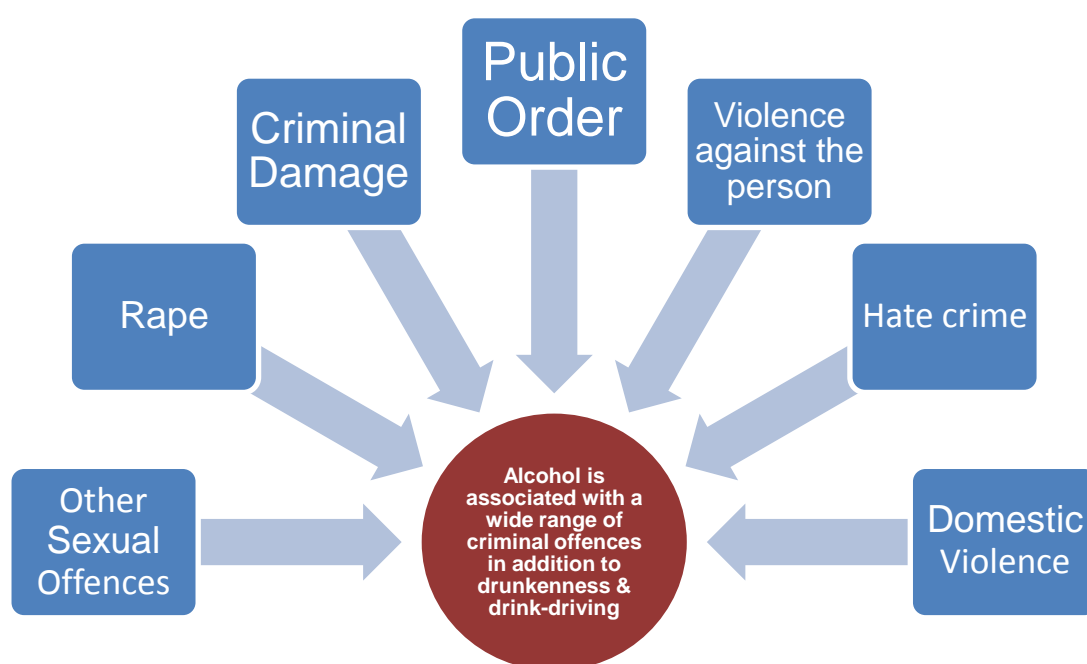
- Ensure that local Health and Wellbeing Boards see crime as part of their wider agenda by working with Community Safety Partnerships and others to recognise its impact on community safety and on individual health and wellbeing.
- Work collectively with each other and the police to build a better understanding of emerging threats through improving information sharing and developing a broader evidence base.
- 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 accessibility to and service received by people calling the 101 service for non police matters.

## Priority 2: To reduce the crime and harm caused by the misuse of alcohol.

**“I want us to work together to reduce the social, economic and individual cost of alcohol-related crime and harm. We need to encourage a more responsible drinking culture and reduce tolerance for alcohol-related crimes in our area. To achieve this we need to improve education and awareness and pursue offenders vigorously.”**

Alcohol-related crime and harm is a significant problem in our area. The Peninsula Strategic Assessment estimates the cost of alcohol-related crime and harm in the area to be over £360m per annum. Whilst responsible drinking is not a problem, excessive drinking poses a number of threats to the safety of our communities, which need to be addressed.

The Commissioner has particular concerns about the role that alcohol plays both in offending and in making individuals more vulnerable to becoming a victim of crime across a wide range of offences including; violence, hate crime, sexual assault and domestic abuse. These crimes impose significant costs on public services and most importantly they damage communities and individuals, especially children. We have one of the highest rates of violent crime in the country which is far too high. Emerging analysis indicates that around 40% of those crimes are alcohol-related – although we believe this figure is likely to be considerably higher (with some data sets suggesting it could be more than two thirds). Concerted action needs to be taken to turn this problem around and to improve the safety of our communities.





While ultimate responsibility rests with the offender, there are a range of parties who have a role and some degree of responsibility. These include retailers, publicans, schools, parents, universities and voluntary groups as well as our statutory partners. We will be looking to work with all of these groups to deliver against this Plan priority.

We need to create an environment where the sale and consumption of alcohol is undertaken responsibly and where the impact that alcohol can have on others is properly recognised. Tolerance must be low for those who engage in crime as a result of excessive drinking, and for those who encourage or facilitate criminal behaviour through poor licensing practices. This Plan sets out a range of actions to be taken by the Commissioner, the police and others to reduce the volume and impact of alcohol-related crime.

The Plan sets a clear expectation that we have a proactive and tough response to alcohol-related offences and anti-social behaviour fuelled by alcohol by both the police and licensing authorities. Licensing processes and laws must be used effectively and promptly to tackle problem premises and areas. Alongside this we will be taking steps to raise awareness and improve education about alcohol-related harm. We want to work collaboratively with partners to build upon existing best practice, as well as supporting new initiatives.

The Plan challenges alcohol retailers and publicans to work with us to help address some of the problems in our area. The Commissioner has already begun to work with retailers and we will be looking to work with a wider range of businesses, including licensees and manufacturers to deliver against this priority.

Alcohol-related crime is not confined to the Night Time Economy (NTE); it affects all parts of the community. Alcohol is highlighted frequently as a problem in families where there is domestic abuse and an estimated 38% of domestic violence offences recorded are alcohol-related. We are also seeing a rising trend in violence in other settings. We need to address alcohol-related crime in all its forms if we are to make progress against this priority. This Plan contains a range of actions to ensure that we build a clearer and more sophisticated understanding of alcohol-related crime across urban, coastal and rural settings and its impact on our communities, in particular to better understand the picture of violence in non NTE areas and its causes. We will be seeking to work closely with academics and the research community, as well as with the police and our partners to deliver this enhanced picture over the lifetime of this Plan.

The Commissioner and the Chief Constable share a growing concern about the impact of 'pre-loading' on alcohol-related crime and on the management of the NTE in our area. The arrival of large numbers of intoxicated drinkers into the NTE at a fairly late hour is placing a significant strain on policing and on others involved in the management of the NTE. While we need to do more to understand both the scale and impact of pre-loading, recent studies indicate that levels of violence and sexual assaults increase when pre-

loading occurs. In addition, people who preload are making themselves increasingly vulnerable to becoming a victim of crime. Under this Plan we will be taking a series of steps on pre-loading, including work to better understand the growing threat posed by pre-loading, actions to help support the NTE in managing the impact of pre-loading and initiatives to improve education and awareness. We will be looking to work closely with a wide range of partners, including retailers and licensees, to drive forward progress on pre-loading.

The issues surrounding alcohol-related crime are complex and we need to work closely with our partners to ensure that high quality and effective support systems are in place to support victims. We must also help those who offend due to a dependence on alcohol to access treatment services. There are significant challenges involved in achieving this, particularly in light of budget reductions across the public sector but we must work closely with partners to boost confidence and protect key services including a greater focus on preventative intervention. The actions and activities set out in this Plan are focused on achieving these aims and include a clear financial commitment through the commissioning of support services via Community Safety Partnerships, as well as direct funding of Sexual Assault Referral Centres and Youth Offending Teams. The Commissioner is keen to support action by businesses, communities and the third sector to help tackle alcohol-related crime and 40% of the PCC's Small Grants Scheme funding for 2014 will be ring-fenced for projects which have a focus on tackling alcohol-related crime and harm.

Good work is already being carried out within the peninsula by the police, community safety partners, voluntary organisations and others but a further action needs to be taken. We must all work together if we are to reduce the harm that alcohol-related crime has on our society. We need to ensure that we have a good collective understanding of the issues, that we identify and champion good practice, and that we deploy the right solutions across our urban, coastal and rural areas. We must also ensure that we work effectively to share information and resources, and avoid duplication. The Commissioner wants to work with partners through this Plan to help them deliver their own alcohol strategies and to add value to their work. In particular, we will be working closely with colleagues from health and the local Health and Wellbeing Boards – to reflect our complementary agendas and to drive forward progress on our common goals.

**The Commissioner will:**

- Champion a more responsible approach to the sale and consumption of 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 help reduce the harm and crime caused by 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 commissioning funds and through the PPC Small Grants Scheme.
- Highlight and promote best practice in tackling alcohol-related crime and ASB.
- Work with the Chief Constable and partners to protect our communities, in particular vulnerable people, from alcohol-related crime and to identify and address service gaps and issues.
- Lobby the area's eighteen Members of Parliament and government directly, and work with the media to support partnership alcohol strategies.

**The Commissioner expects 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 by deploying the full range of police powers effectively to pursue drink drivers and to deter drink-driving.
- Effectively target locations in which alcohol-related crime and anti-social behavior repeatedly occur.
- Make good use of licensing mechanisms to manage problem premises and if needed to seek their closure.
- Deploy the full range of police powers available to them to address alcohol-related crime and disorder problems.
- Work with the Commissioner and others to raise awareness and improve education on alcohol-related crime and harm.

**The Commissioner will work with partners to:**

- Make alcohol a major focus of local Health and Wellbeing 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.
- 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.
- Ensure that licensing processes are robust and that police concerns are fully considered.
- 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 and other impacts of problem alcohol use on our communities.

**Priority 3: To make every penny count in protecting policing for the long term. We need to drive 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.**

**“I will take significant steps to ensure policing is financially sustainable in the long term and to remove our reliance on reserves to fund annual running costs by 2017/18. I will work with the Chief Constable to drive for further efficiency and to actively explore all avenues to deliver the savings we require. We will look to collaborate with local partners, the Dorset policing area and more widely to deliver greater efficiency, and will explore the extent to which the private sector could help us to reduce costs. I will also explore ways in which we can increase the income received from central government and the potential to secure funding from other sources to boost funds for local policing and help us maintain and improve services for our communities.”**

Policing is expensive and resource intensive. Our policing area of Devon and Cornwall and the Isles of Scilly is the largest in the country and covers a landmass equal to Warwickshire, Wiltshire and West Mercia combined. This large geographical size, the annual summer influx of over ten million tourists, and the rural, coastal and urban mix of our communities all place particular pressures on us and have an impact on the costs of running the police service.

In 2014/15 the Commissioner received £284m to fund policing and community safety work across Devon and Cornwall and the Isles of Scilly. Around two thirds of which comes from central government with a further third coming from local taxation via Council Tax. A further £6m of funding is provided via locally generated income.

The overriding majority of these funds will be spent directly on Devon and Cornwall Police with around 80% accounted for by staff costs (including officers). Devon and Cornwall Police employ over 5500 officers and staff, with an annual bill for pay and associated costs of approximately £229m. Other major costs derive from the need for complex and large scale ICT systems and an extensive estate. We have over 140 buildings including sixty police stations across the peninsula, including premises with specific needs in terms of size, security and facilities (such as custody suites). The expected costs of the Commissioner’s Office for 2014-15 are approximately £1.8m.

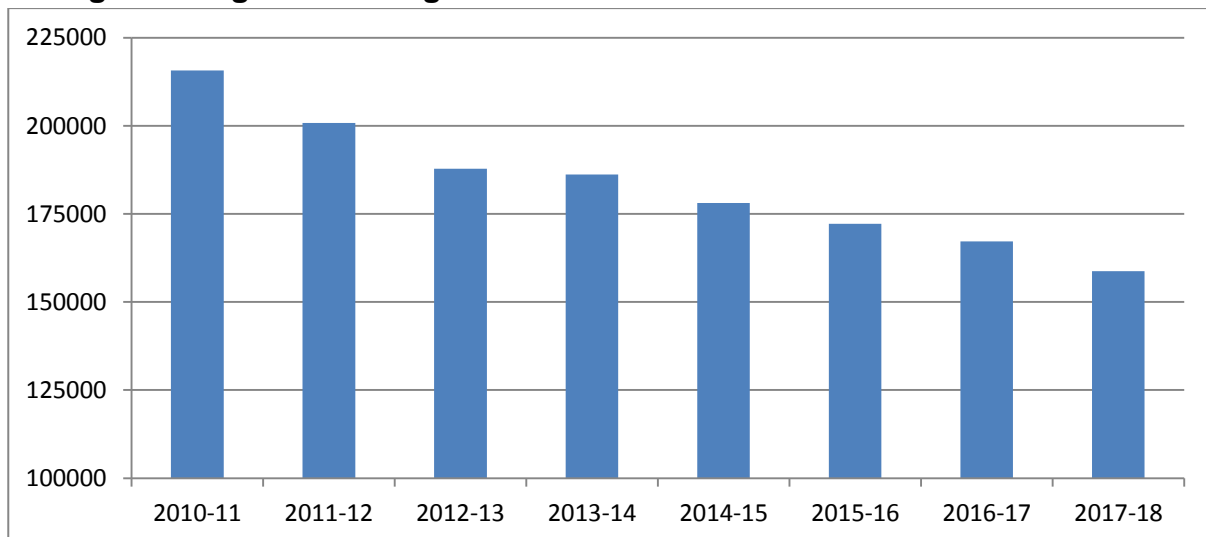
Like most public services, policing budgets are being continually squeezed and we face significant financial challenges. Efficiency, economy and value for money are not new concepts in the public sector. Public money must be used wisely and important checks and balances have been in place for many years to ensure that this is the case and to drive down costs. However, the financial pressures placed on all public services over

recent years have been intense, and the funding landscape for policing over the coming years is likely to remain extremely challenging. Over £40m of cost savings have already been achieved within Devon and Cornwall Police since 2011 but further action is required due to continued austerity. Given that over 80% of police budgets are spent on operational policing, the frontline is becoming increasingly vulnerable and we need to look innovatively at how we can make the best use of our resources. Specific actions will be taken under this Plan to make sure that we take all possible steps to realise the benefits offered from efficiency measures and collaboration. We need to seize all opportunities to boost productivity, in particular through addressing issues such as sickness absence, and by maximising the potential offered by e-services and technology to free up police time and resources. Where savings are identified we will work closely with the police to ensure we realise those benefits and convert them into real cash savings to reduce our cost base.

In December 2013 the Government announced further cuts to Home Office budgets for the next two years of around 1.5% each year which is likely to mean a further cut in our central government grant next year; this trend is expected to continue well into the next Parliament. Our area is already served poorly by the national policing grant – receiving £10 per head of population less than the national grant average and with no additional funds to reflect the impact on policing caused by over 10 million tourists visiting the area each summer.

In addition, the Government has begun to divert significant funds away from local policing towards wider initiatives such as the new College of Policing and to fund expansion of the Independent Police Complaints Commission. Both are important developments and require investment but these further reductions in funds for local policing will hit hard.

### **Falling central government grants for Devon and Cornwall and the Isles of Scilly**



Whilst significant progress has been made over recent years to reduce costs by £40m, further action is needed. Based on projected budget cuts from the Government, it is estimated that we will need to find additional savings from 2017/18. We need to think radically about how we can deliver these savings. It is a priority within this Plan to face

those challenges head-on, and the Commissioner and the Chief Constable will work jointly throughout 2014 to develop a Financial Roadmap to reduce annual costs by around £12m per annum by 2017/2018. We need a new approach and new ideas and maintain service to the public whilst delivering cost reductions and efficiency savings. We need to examine key services, find new ways to work with partners so we can reduce our respective costs, become leaner and identify new ways to boost our income.

Through this Financial Roadmap we will explore the scope for savings through greater collaboration with other police forces and via partnership working with local agencies and other public sector bodies, including the emergency services. The greater integration of services and the potential pooling of commissioning budgets are just some of the areas where closer working could help deliver real financial savings for all parties and ensure that we can protect and improve services in spite of reducing budgets. We will also be assessing, as part of this work, the potential for cost savings through outsourcing and by re-examining our needs for the police estate to identify further ways to reduce building costs and to free-up capital.

As well as examining ways to increase efficiency and reduce costs, the Financial Roadmap will look at how we can boost our income. This includes the scope to secure funding from new sources such as European funding streams and central Government Innovation Funds. Another area for examination is the amount of income received for services provided by the police. Police income in our area is forecast to be £6m for 2014/15 and we need to explore how we can improve this picture. Under this Plan we will be examining the current range of services that are charged for by the police and to assess the scope for expansion and the appropriateness of any fee changes. We will also be looking at wider opportunities to boost funding to support local policing, including the use of sponsorship and endowments.

As we strive to meet these long-term challenges all options will be considered and inevitably we will face some tough choices. We will be looking to work closely with partner agencies, individuals, communities and the voluntary sector to understand their views on these issues, and to identify areas where we can work together to maximise our collective resources.

The Financial Roadmap is a significant piece of work but it is not the only action that is being taken under this Plan to support our long-term financial future. Important work is already underway to explore the scope for a possible Strategic Alliance between the police forces of Devon and Cornwall and Dorset. This work is exploring the potential opportunities and benefits in terms of policing services and cost savings that could come from working more closely with Dorset. This is a historic development and has the potential to deliver important financial and operational benefits. For example, by aligning functions, training and processes under a combined leadership and management structure. The Commissioner and the Chief Constable will make a decision on the extent of any Strategic Alliance later in 2014.

Alongside this, the Commissioner will continue to lobby at the national level to ensure that our area receives a fairer share of national funding in future years and to secure a greater proportion of money seized from criminals so we can invest it in local policing.

**The Commissioner 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 around £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 strategic review of the following issues to inform that Financial Roadmap
  - Examining the scope for efficiency savings and making rapid progress through collaboration and partnerships.
  - Considering private sector options for service delivery in those areas where change is required.
  - Assessing options for increasing the revenue received by the Force for services.
  - Reviewing the police estate to identify opportunities for shared estates with partners, as well as the scope for asset sale and cost minimisation.
  - Scoping the potential for further cost savings from improved productivity, greater efficiency in business, operational support functions and all other non-pay costs.
- Lobby our national government to deliver a better police funding settlement for Devon and 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 the Commissioner's office and look to make efficiency savings wherever possible.

**The Commissioner expects the Chief Constable to:**

- Work closely with him and the Chief Constable and Police and Crime Commissioner of Dorset to scope the potential for a Strategic Alliance between our two Forces.
- Work with him 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 by reducing sickness absence, reducing bureaucracy and improving the effective use of IT.

**The Commissioner 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. For example, with the Voluntary and Community sector.
- Understand their requirements for policing to help inform our vision for the Financial Roadmap.



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

**“I am determined to play an active role in ensuring that the criminal justice agencies work more effectively together to improve the overall service to the public. All of us that are involved in the administration of the system – from the courts, to prosecutors, to the police and probation - must make sure that the voices of victims and witnesses are heard and listened to throughout the system and that we provide swift and joined-up processes. We need a system that effectively brings offenders to justice and supports the successful prosecution of offences. We also need a system that is able to rehabilitate offenders so that we can reduce levels of reoffending and make our communities safer over time. As we prepare for major national changes to rehabilitation and victims services, it is more important than ever that we take a system-wide approach to ensure that essential services are protected and enhanced. I will be working hard with colleagues across the Criminal Justice System to ensure we provide an effective service that meets the needs of victims, witnesses and our society overall.”**

The Criminal Justice System (CJS) is a complex network of agencies – which includes the Crown Prosecution Service, the courts, probation and the police- all of whom have distinctive (but interlocking) roles. It is essential that all parts of the Criminal Justice System function well and that all of the key agencies work together in an efficient and effective way. The system needs to work in a holistic way, with a focus on quality outcomes that support the victim at all times. The CJS is in the midst of significant change. In particular, probation and rehabilitation services are being transformed by Government to cut cost and introduce more competitiveness into the service. Victims Services too are being reformed and responsibility for delivery of those services is being handed to Police and Crime Commissioners. This Plan recognises the significance of these developments and contains a series of actions to prepare for these changes. To manage risks and to try to ensure that victims, witnesses and society receive high quality services.

The Commissioner has a statutory duty to work with criminal justice bodies to provide an efficient and effective CJS for the police area and has a powerful voice - both locally and nationally. However, he does not control all of the levers that will help to deliver the actions set out in the Plan for this priority. Where progress is dependent on action by others the Commissioner will work with them to make the case for action, to praise progress, contribute ideas and resources, challenge under-performance, and will work to ensure that the views and interests of our communities are understood and addressed.

First and foremost we need a system that effectively brings offenders to justice through an

appropriate range of mechanisms for dealing with offences – including the use of court action, out of court disposals, asset recovery and victim-focused restorative justice. This Plan sets out a range of actions that will be taken by the Commissioner, the police and our partner agencies, which are focused on improving the efficiency of the existing CJS and on improving the services provided in particular to victims and witnesses.

Historically the Criminal Justice System has been slow in responding to the needs of victims and practitioners. Significant efforts have been made over recent years, in particular through the Local Criminal Justice Board (LCCLB) to make real improvements and some good progress has been made. Aided by closer working through the LCJB, we have started to see progress in terms of how technology is being used to boost productivity and to provide additional support services and choice to victims and witnesses. However there remains more to be done. The current LCJB Improvement Plan sets out a range of actions to address current barriers that stand in the way of improving the service received by the victims and public. This is a good basis to move forward and we will work with our partners on the LCJB as part of this Plan to make progress on efficiency, effectiveness and quality.

We must make sure that the needs of victims and witnesses, in particular the often complex needs of vulnerable people and those from diverse communities, are properly understood and that we provide high quality, accessible services to meet their needs. This consideration must run through the heart of the CJS – with services, outcomes and interventions developed in a way that is sympathetic to the needs of victims and witnesses at all stages. Shortcomings in the current system are widely acknowledged and are the main driver behind the development of the new national Victims Code that was launched in December 2013 and which is now being implemented locally. The Code introduces new entitlements to a wider range of victims. Those who are vulnerable or intimidated will receive enhanced services throughout their journey through the CJS. Victim Personal Statements will also give victims an enhanced voice in criminal proceedings. The service provided to victims is a key focus for the work of the Commissioner and the Chief Constable and a specific priority (priority 5) has been included within this Plan setting out a range of actions that will be taken to improve the services provided to victims.

The Commissioner has recently been given responsibility for commissioning a range of restorative justice solutions which will be offered to victims of crime. This is a new area of work for the Commissioner and we will work with victims and partner agencies as part of this Plan to inform this commissioning process and to put these services in place. Restorative justice is a broad concept. Services may provide an opportunity for victims to tell the offender how they feel about the crime and to seek answers from the offender to help them understand why the crime occurred. They may also include more practical steps. For example, through the offender repairing property that was damaged as a result of their offence. Restorative justice services will not be appropriate in all instances and not all victims will wish to access these services but they are important and will provide

another option for victims to help them come to terms with what happened and to move forward.

While witnesses and victims must be at the heart of the CJS we must also ensure that the needs and interests of offenders are appropriately understood and addressed in order to prevent further offending. This is particularly important in the context of mental health. Service delivery has not kept up with the often complex needs of people with mental illness and this often places sufferers in unacceptable situations and puts further demand on services that are not appropriately skilled or resourced to cope with these challenges. We must all do more to ensure that people with mental health issues do not enter the CJS unnecessarily due to lack of available facilities in local authorities. We must also take steps to ensure that they do not become victims of crime. It is vital that local authorities and health services step up and meet their obligations to these vulnerable people. It is also essential that those working within the CJS receive proper training and support so that they understand the needs of people suffering from mental health issues and can treat them appropriately. Through this Plan, we will work to ensure that these issues are addressed more effectively going forward and the Commissioner will lobby nationally and at the local level to ensure that appropriate support is put in place.

The most significant challenge facing the CJS at this time is the upcoming reforms to probation and rehabilitation services, which will come into effect later in 2014. The Government has decided to open up these services to a more diverse range of service providers in an attempt to achieve efficiencies, encourage innovation and better protect the public. This major change programme carries uncertainty as new markets are developed and existing structures make way for the new National Probation Service and new Community Rehabilitation Companies. The new arrangements will have a direct impact upon the continuing safety of the public in our area. The changes are likely to take time to bed-in and it is essential that all parties within the CJS, including the Commissioner, play a full part in helping to ensure these significant changes are managed effectively and risks are managed well. Through this Plan we will work closely with partners to ensure that the arrangements being put in place for our area meet local needs and that risks from this significant change are understood and effectively managed. We will scrutinise the performance of the new Community Rehabilitation Companies and will raise issues and concerns about performance with the Ministry of Justice where appropriate.

Effective steps to reduce the risk of reoffending are essential and the Commissioner will continue, as part of this Plan, to support a range of actions and activities. This includes the commissioning of services via the Community Safety Partnerships, direct funding for Youth Offending Teams and the provision of small sums of money through the PCC's Small Grants Scheme.

It also includes a series of other measures to ensure that offenders are brought to justice and to make sure that crime doesn't pay. Too often criminals benefit from their ill-gotten gains despite being found guilty of major crimes. The police and other criminal justice

partners possess powers to confiscate assets gained through criminal means and these powers should be used in all appropriate cases. In addition we need to seek improvements to the existing legislation on seizures and on the enforcement of confiscation orders. The Commissioner will lobby nationally to deliver important improvements to the existing legislative framework.

The Commissioner is keen to explore ways in which we can divert young people away from crime. A criminal record can have a devastating impact on someone's career prospects and for young people in particular, it can greatly limit their training and employment opportunities and threaten the right start in life. This in turn can lead them into future offences – creating a vicious circle. When a young person commits an offence, a swift and strong intervention of corrective action is needed. However, where appropriate, there may be real benefits for a first offence being dealt with through a non-custodial sentence. For example, through the use of an agreed community resolution – where the victim agrees and work will be carried out.

**The Commissioner 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 his responsibility to ensure an efficient and effective Criminal Justice System 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 through commissioning a range of restorative justice solutions.
- Advocate the importance of a victim focused Criminal Justice System 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 and to ensure that the needs of people with mental health issues are well understood within the criminal justice system.
- 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 community resolution for first time offenders.

**The Commissioner expects the Chief Constable to:**

- Work with other agencies to support delivery of an effective 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 Crown Prosecution Service 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.
- Maximise opportunities to divert young people from career criminality through appropriate use of restorative justice outcomes.

**The Commissioner will work with partners to:**

- Ensure that the rehabilitation service contracts being put in place in 2014 reflect local needs, and 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.
- Join the national campaign for a greater level of support for those suffering from mental health issues.

## Priority 5: To deliver a high quality victim support service across our area.

**“I will put victims of crime at the heart of my Plan and my work in Devon and Cornwall and the Isles of Scilly. I will champion the interests of victims and will work with the police and partners to deliver high quality services to all victims, and to ensure that we understand and meet the needs of victims. In particular that the services can respond to the complex and diverse needs of vulnerable victims in a timely and effective fashion, to provide the necessary care and help the recovery process.”**

Being a victim of crime can be distressing and disturbing. Some crimes impact on the whole family and can have implications for friends and the wider community. It is vital that victims are treated with dignity and that the needs of the victim and their family are understood, and that the network of support services put in place is able to meet those needs.

The Commissioner has made a clear commitment to champion the interests of victims and that remains a central feature of this Plan. Through the actions set out in this Plan we will ensure that all victims, regardless of whether they have reported the crime, receive access to the support they need in order to help them cope and recover from the effects of crime.

We are at a watershed moment in terms of victims services, with the recent introduction of the new national Victims Code in December 2013 and the forthcoming transfer in April 2015 of responsibility to the Commissioner for the commissioning of most victim services across the peninsula<sup>1</sup>.

The new national Victims Code is an important step forward. It recognises that there was a need to strengthen and enhance services for the victims of crime, place a duty upon all agencies within the CJS to provide services that deliver victims' entitlements. The Code widens the scope of victim services and requires an enhanced level of service to be given to victims who are vulnerable, intimidated, persistently targeted or who are the victim of a serious crime. This enhanced service requires higher levels of support and care, and more frequent communication from criminal justice agencies. Victims also have the right to make a victim personal statement to the court and to be offered restorative justice services.

The Commissioner will work with the Chief Constable and criminal justice agencies through this Plan to drive forward local implementation of the Code and to ensure that the voices of victims are heard and understood. The potential for technology to provide an enhanced service for victims, through developments such as 'Track My Crime' or by allowing victims to participate in the criminal justice process in a more flexible manner, are significant and will be thoroughly explored under this Plan.

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<sup>1</sup> Some victims services will continue to be commissioned nationally, from 2015, including rape support centres, a homicide service, services for victims of trafficking and a court based witness service.

We must ensure that timely information, support and care are provided to victims of crime. We must also work to ensure that support services must be flexible, sustainable and appropriate and must meet the diverse and often complex needs of victims. The Commissioner will continue to champion the interests of victims and will work to ensure that they receive high quality services.

Under this Plan the Commissioner will continue to provide funding for Sexual Assault Referral Centres and will take on important new roles in commissioning restorative justice and victims services for our area. Small amounts of funding will also be available through the PCC Small Grants Scheme to support projects

The shift to locally commissioned support services for victims from April 2015 offers us an opportunity to ensure that we get the right solutions in place to meet local needs. We have completed a Victims Needs Assessment (published on our website) following consultation with a wide range of victims and victim service providers. This has identified the wide number of existing groups and organisations who currently support the diverse needs of local victims. This support is often provided without formal recognition and in addition to their core functions. The Victims Needs Assessment highlighted that victims of sexual violence, domestic abuse and same-sex partner abuse must be encouraged to come forward to access the support and care they need to keep them safe, and to recover from their experience. This must be our primary concern before consideration is given as to whether a victim wants to report the crime to the police and support a prosecution. The Victims Needs Assessment also confirmed how important it is that we communicate clearly to victims the support that is available to them and the importance of providing help and support for victims with diverse and complex needs. As we prepare to commission victims services we will need to take full account of the findings from the Victims Needs Assessment.

The Commissioner will work closely with the Chief Constable, partner agencies, community groups and the third sector under this Plan to deliver an effective service for victims and to prepare for the transition in service provision from April 2015.

**The Commissioner will:**

- Champion victims' interests, nationally and locally.
- Commission 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 the commissioning process and directly through funding of Sexual Assault Referral Centres and the PCC Small Grants Scheme.
- Engage and respond to the views and needs of victims, working closely with support groups and partners to ensure the needs of victims from diverse communities and vulnerable victims are properly understood.

**The Commissioner expects the Chief Constable to:**

- Work with him 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 Criminal Justice System in an effective and timely manner.
- Protect and keep safe vulnerable victims through integrated working arrangements with partners, including the use of co-location, as appropriate.

**The Commissioner 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.



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

**“I want to ensure that the public are able to play their part in making their neighbourhoods and communities safe. I will work with the Chief Constable to open up the police force and will encourage other criminal justice agencies to do the same. This is recognition that there is a valid role for members of the public in policing – to bring new skills and new perspectives and to help us to enhance our service.”**

There are 1.7 million residents of the peninsula and community safety is the responsibility of every one of us. Individuals and communities have the potential to play a significant role in helping us to cut crime and to make our areas safer.

The Commissioner is determined to make a difference here and this Plan sets out a range of actions to support greater involvement by individuals and communities. We are not talking of an auxiliary force or a reserve but of a committed body of volunteers who would be willing to support the police, and it is hoped the wider Criminal Justice System. However, wider involvement in policing can help build confidence in the police. It can improve understanding of the work that they do and can also help to aid transparency and accountability.

The benefit to the police service of a good volunteer who is well supported in their role is a valuable asset. A conservative estimate suggests that volunteering benefited the Force to the tune of £100,000 last year. Volunteering, whilst undertaken willingly, does not mean it is ‘free’. The well-established Special Constabulary is an example. Specials give their time freely to the police service yet the cost of training, kit and equipment provided to them to carry out their excellent work comes at a financial cost. This is a sound investment and it is on this basis that the Commissioner believes that more can and should be done to encourage more into the wider policing family.

There is already a good base to build upon. In 2013, volunteers outside of the Special Constabulary donated in excess of 14,000 hours of their time across more than one hundred locations across Devon and Cornwall and the Isles of Scilly. This is a promising start but we can go much further. Volunteering can help us free up police resources where appropriate and allow us to tap into the wider skills and expertise that volunteers are able to bring to the table. For example, there may be scope to access highly specialised ICT skills to aid work to tackle cyber crime, to engage university students in work to boost crime prevention and safety on campus or to involve members of the local community in the review of CCTV footage to aid investigation of crimes.

If we are to make effective use of the untapped potential that we believe exists in our communities, then the police needs to be more open. Through this Plan the Commissioner expects the Chief Constable to seek out new opportunities for volunteers to support officers, staff and PCSOs in appropriate circumstances. A specific review of existing volunteering opportunities will be carried out and steps will be taken to ensure that there is a clear, robust strategy and that support systems and structures are in place.

The Commissioner is keen to champion the concept of '*Active Citizenry*', the belief that our communities are home to a myriad of skills and abilities that would greatly benefit society when targeted effectively. Organisations, not solely the police, should encourage the public to fulfil the potential that is offered through volunteering. The public should receive more assistance in working to improve their communities through clearer information, better support and genuine encouragement. We want to encourage members of the community to work together and propose ways in which they could support community safety initiatives themselves. When a group of people has a well-refined proposal, and with checks and balances in place, we will consider providing small establishing grants to get the wheels in motion to launch a project.

#### **The Commissioner 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 PCC Awards 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.

#### **The Commissioner expects the Chief Constable to:**

- Think creatively about how to work with citizens and communities in policing, crime prevention and community safety and, in particular how they 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 the Commissioner, partners and volunteering organisations to build a strategy for:
  - Greater involvement of volunteers in policing, including a wider range of roles.
  - Identifying and pursuing opportunities to work with others to boost volunteering.
  - Improving engagement, support and infrastructure within Devon and Cornwall Police to ensure the long term sustainability of volunteering and satisfaction of volunteers.
  - Improving the diversity of the volunteer base.

**The Commissioner will work with partners to:**

- Engage them in work to review the relationship between policing, 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 him in finding new ways to optimise volunteering and in helping with the review of existing activities.

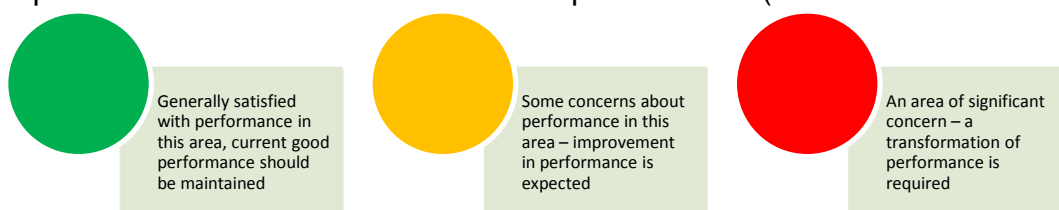
# ANNEX 1: PERFORMANCE AND CRIME MEASURES

## *How we will measure success and hold the Chief Constable to account*

There has been much debate nationally about the relative merits of targets in measuring the effectiveness of policing. Targets are an essential tool for performance measurement and improvement. However, targets require interpretation and often do not tell the whole story. In addition, if targets are used in the wrong way they can create perverse incentives and drive inappropriate behaviours. Therefore for this Plan the Commissioner's Office have engaged with the performance specialists in Devon and Cornwall Police to develop a more mature approach to performance measurement.

We will not be setting numerical targets such as a precise percentage crime reduction total in any area for the coming year. Experience shows us that this can sometimes create a culture in some quarters of driving to hit the precise measure. Rather than identifying a specific target to be achieved the performance and crime measures in this Plan set out a direction of travel – which will be the basis on which progress will be assessed.

1. There are a number of areas where the force is performing well. We want to ensure that this performance is maintained but see no requirement for additional resources, which could be channelled to a more demanding area (green in the tables below).
2. We have identified a number of specific performance issues where there is potential for performance to be improved over the next year. For example, victim satisfaction is an area where although force performance is currently in-line with the national picture, we believe that the force should aspire to deliver a better standard for the people of our area. For measures that fall within this attainment category the Commissioner will expect the Chief Constable to improve performance (orange in the tables below).
3. Finally there are some issues where force performance needs radical transformation. Violent crime is one such area. It is not acceptable that Devon and Cornwall and the Isles of Scilly currently has the seventh highest level of violent crime in the country. A key challenge is the lack of understanding of the drivers of violent crime in our area. Transforming performance in this area is likely to require an extensive delivery programme and we may not see the benefits of this work for some time. The Commissioner expects these issues to be addressed by an extensive and frequent multi-agency response, which will be monitored on an on-going basis and at critical milestones. For measures that fall within this attainment category, the Commissioner will require the Chief Constable to transform performance (red in the tables below).



Another significant change in approach for the Plan is the way in which we monitor the total crime figure. It is incorrect to equate the total level of crime directly with police performance. For example, drug offences can be almost directly associated with the amount of activity the police commit to uncovering drug crimes such as possession. In other areas, we wish to encourage greater reporting of crime. This is particularly true for domestic abuse and hate crime. We will therefore be removing some crime types from our primary measure of total crime to encourage increased reporting and ensuring that the police are not discouraged from proactively tackling certain crime types.

Shoplifting is a high volume crime within Devon and Cornwall and across the country. To significantly reduce the level of this crime, large retailers must take more responsibility to protect their stores through the use of security staff, CCTV and intelligent store placement of at-risk items. Major retailers that take these steps significantly reduce the number of crimes. Smaller retailers can also take some steps to reduce their vulnerability to shoplifting but often don't have the same opportunity to secure their stores. Following discussion with the Chief Constable, we have agreed that the police will have particular focus in supporting smaller retailers that are subject to theft. This is in-line with the principal used elsewhere in this plan to support vulnerable victims. We will develop means of measuring this during the next few months.

There are a number of measures where further work is required in order to develop the measure. These measures will be developed over the year and the attainment level will be determined once a reliable baseline is established. The overall performance framework will be reviewed at regular intervals to ensure that it is supporting effective performance scrutiny in the priority areas of the Police and Crime Plan.

Alongside developing a new performance framework, the Commissioner has also reviewed the processes that are used to hold the Chief Constable to account. The Commissioner will use the new performance framework to ensure that his understanding of the issues driving force performance are better understood and communicated.

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

This priority area is one where we have paid particular attention to the national debate about the reliability of crime data. Reflecting on this debate we have decided to focus this headline measures on two different aspects of crime. Firstly there are the areas of criminality where the Commissioner expects the Chief Constable to continue to deliver reductions. These are offences such as burglary, vehicle crime, violence, criminal damage, theft and shoplifting. The second main area of focus is on those potentially high risk areas of crime where the evidence suggests that victims are sometimes reluctant to come forward. These include domestic abuse, sexual offences and hate crimes. In relation to this second area of crime, the Commissioner is asking the Chief Constable to work

effectively with our partners to increase victims confidence to come forward and report these offences. Furthermore, in response to increasing expressions of concern from the public, I will work with the Chief Constable to develop a measure of how effectively the roads are policed.

In addition to measures of criminality we have also focused on two key enablers of service delivery; the ability of victims and the public to contact the police to report an incident, and the Commissioner’s commitment to maintaining officer numbers.

| Headline Measure   | Attainment   | Secondary measure  | Attainment   |
|--|--|--|--|
| <b>Victim based crime (excluding domestic and sexual abuse and hate crime)</b> | <b>Improvement in performance is expected</b>        | Total number of recorded crimes per 1000 population  | Subject to performance in victim based crime, domestic abuse, sexual abuse and hate crime. |
|  |  | Victim-based crime specific to rural areas   | Current good performance should be maintained  |
|  |  | Victim-based crime specific to urban areas   | Current good performance should be maintained  |
|  |  | Number of recorded domestic burglary offences per 1000 households  | Current good performance should be maintained  |
| <b>Number of recorded domestic abuse crimes and non-crime incidents</b>        | <b>Increased public confidence to report</b>         | Numbers of recorded repeat victims of domestic abuse as proportion of all recorded domestic abuse                            | Subject to baseline  |
|  |  | Measure of how effective the DASSP process is at identifying, managing and bringing to justice the most serious DA offenders | Subject to baseline  |
|  |  | Victim satisfaction with support and outcome   | Subject to baseline  |
| <b>Number of recorded sexual offences</b>                                      | <b>Increased public confidence to report</b>         | Victim satisfaction with support and outcome   | Subject to baseline  |
| <b>Number of recorded hate crimes</b>  | <b>Increased public confidence to report</b>         |  |  |
| <b>%age of 101 callers satisfied with the overall service</b>                  | <b>Current good performance should be maintained</b> | %age of 999 calls answered in target   | Current good performance should be maintained  |
|  |  | %age of abandoned non-urgent FEC calls   | Transformation of performance is required  |
| <b>Police officer establishment (above 3000)</b>                               | <b>Minimum 3,000 officers required</b>               | Proportion of workforce allocated to operational frontline duties  | Current good performance should be maintained  |

## Priority 2: To reduce the crime and harm caused by the misuse of alcohol.

The evidence is clear that alcohol plays a role in creating offending. It can often make people more vulnerable to becoming a victim. It is a particularly prominent feature of the violent crime landscape in our area with crime records indicating that at least 37% of violent offences are alcohol-related. Our understanding of this area of criminality has been hampered by a lack of reliable data. For this reason, the Commissioner has asked the Chief Constable to focus on two key performance areas: the rate of recorded violent crime and the rate of alcohol-related violent crime. The Commissioner will also be asking for an independent review of the reliability of the alcohol-related violent crime measure in order to ensure that it is being consistently applied.

| Headline Measure  | Attainment                                       | Secondary measure  | Attainment                                       |
|---|--|--|--|
| <b>Number of recorded violence against the person (excluding domestic abuse) offences per 1000 population</b> | <b>Transformation of performance is required</b> | Number of recorded alcohol-related violent crime offences per 1000 population (excluding domestic abuse) | <b>Transformation of performance is required</b> |

## Priority 3: To make every penny count in protecting policing for the long term. We need to drive for further efficiency, work to secure more central funding and actively explore all avenues to deliver the significant savings we require from 2017/18 to sustain our services.

In the challenging financial climate it is essential that we ensure we are taking all necessary steps to deliver efficiency. We have developed a package of performance measures to better understand and track the progress that is being made. With respect to the savings delivered through collaboration with other police forces or partner agencies, the Commissioner is seeking a transformation of performance. This reflects the scale of the financial challenge we face and reiterates the important of ensuring that we are able to realise the benefits of efficiency measures and convert them into cash savings.

| Headline Measure                                   | Attainment   | Secondary measure                                    | Attainment   |
|--|--|--|--|
| <b>Cost per 1000 population</b>                    | <b>Current good performance should be maintained</b> | Average number of working days lost through sickness | <b>Current good performance should be maintained</b> |
| <b>Cost savings achieved through collaboration</b> | <b>Transformation of performance is required</b>     |  |  |

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

The public confidence measure provided by the Crime Survey for England & Wales (CSEW) is a nationally recognised and reliable measure of overall confidence in the Criminal Justice System. Performance in our area is good for this measure and has improved in the last performance year. The Commissioner is asking the Chief Constable to continue to focus on this important measure of public perception and to continue to deliver current good performance.

We are at the very beginning of an exciting time in policing with the introduction of a new national outcomes framework that will give greater clarity to the reasons for offences failing to achieve a positive outcome. This will allow us to more effectively identify and address problems. This new framework comes into effect at the beginning of April 2014, but it will take time for the process to bed-in, and for reliable data to be available.

The new framework will focus on ensuring that the right outcome is achieved for each offence. We will also work with the Chief Constable to develop a measure of case outcome timeliness during the next year. Together these measures will help us to ensure that the right outcome is achieved for every victim without unnecessary delays.

| Headline Measure   | Attainment   | Secondary measure                 | Attainment          |
|--|--|-----------------------------------|---------------------|
| <b>Public confidence from the Crime Survey for England &amp; Wales</b> | <b>Current good performance should be maintained</b> | New outcomes framework measure(s) | Subject to baseline |
|  |  | Case outcome timeliness measure   | Subject to baseline |

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

All victims should have access to a high standard of service and support, and the Commissioner aspires to ensure that victims in our area are among the best served in the country. Victim satisfaction is an area where although force performance is currently in-line with the national picture, the Commissioner believes that we should aspire to deliver a better standard and so an improvement in performance is expected by the Chief Constable.

| Headline Measure           | Attainment                                    | Secondary measure                             | Attainment                                    |
|----------------------------|---|---|---|
| <b>Victim satisfaction</b> | <b>Improvement in performance is expected</b> | Satisfaction of victims of violent crime      | <b>Improvement in performance is expected</b> |
|                            |   | Timelines of victim contacts and updates      | Subject to baseline                           |
|                            |   | Complaints allegation rate per 1000 employees | Subject to baseline                           |



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

The Commissioner expects the Chief Constable to work with him to increase community and citizen engagement in tackling crime and increasing community safety. There are already a number of opportunities including volunteers, special constables, neighbourhood and other watch coordinators and the Commissioner is asking the Chief Constable to increase the contribution from these existing roles and the number of hours worked. The Commissioner is also looking for reassurance that the citizens that give up their time to support the police are satisfied with their personal outcomes. In addition I am asking the Chief Constable to review the range of roles available for volunteers, increasing the number of hours worked.

| Headline Measure   | Attainment                 | Secondary measure  | Attainment          |
|--|----------------------------|--|---------------------|
| <b>Number of hours of service provided by special constables</b> | <b>150,000 hours +</b>     | Satisfaction of specials, volunteers and watch co-ordinators | Subject to baseline |
| <b>Number of hours worked by volunteers</b>                      | <b>Subject to baseline</b> |  |                     |

## ANNEX 2: FINANCIAL RESOURCES AND EXPENDITURE

The Commissioner has set a budget and expenditure programme in order to meet the requirements of this Police and Crime Plan whilst recognising the need to make substantial financial savings now and in the future.

The table below illustrates the budget requirement.

| <b>Budget Division</b>  | <b>2014-15</b> | <b>2015-16</b> | <b>2016-17</b> | <b>2017-18</b> |
|---|----------------|----------------|----------------|----------------|
|   | £m             | £m             | £m             | £m             |
| <b>Previous budget requirement</b>  | 284.1          | 280.9          | 279.8          | 283.0          |
| Pay and prices inflation  | 3.3            | 3.4            | 3.4            | 3.4            |
| Impact of police officer recruitments and retirements                     | -2.6           | -2.2           | -3.4           | -3.2           |
| National Insurance Changes  |                |                | 4.5            |                |
| Other cost pressures on the force   | 1.4            | 0.5            | 0.9            | 1.6            |
| Small Grants Scheme   | 0.1            |                |                |                |
| Capital Financing   | 0.1            | -0.1           | -0.1           | -0.1           |
| Support for Collection of Council Tax                                     | 0.1            |                |                |                |
| OPCC Budget   | 0.2            |                |                |                |
| <b>Policing Plan Priorities (now reflected in OPCC and Force Budgets)</b> | -0.9           | 0.4            | 0.6            | 0.5            |
| <b>Total budget requirement before savings</b>                            | 285.8          | 282.9          | 285.7          | 285.2          |

The table below illustrates the budget deficit and savings requirements for 2014 to 2018.

| <b>Budget Division</b>   | <b>2014-15</b> | <b>2015-16</b> | <b>2016-17</b> | <b>2017-18</b> |
|--|----------------|----------------|----------------|----------------|
|  | £m             | £m             | £m             | £m             |
| Total budget requirement   | 285.8          | 282.9          | 285.7          | 285.2          |
| Total funding( inc grants and council tax @ 2% precept increase) | 284.4          | 280.0          | 276.1          | 271.3          |
| <b>Budget Deficit (-)- Surplus (+) Before new savings</b>        | <b>-1.4</b>    | <b>-2.9</b>    | <b>-9.6</b>    | <b>-13.9</b>   |
| <b>Identified Savings</b>  |                |                |                |                |
| Efficiency Savings   | 3.3            | 0.5            | 0.6            | 0.1            |
| PCSO Planned Cost Reductions                                     | 1.0            |                |                |                |
| Police Staff Planned Cost Reductions                             | 0.2            | 1.1            | 0.8            |                |
| Police Officer Planned Cost Reductions                           | 0.4            | 1.5            | 0.8            | 0.2            |
| <b>Total identified savings</b>                                  | <b>4.9</b>     | <b>3.1</b>     | <b>2.2</b>     | <b>0.3</b>     |
| <b>Unidentified Savings</b>                                      |                |                | <b>0.5</b>     | <b>5.1</b>     |
| <b>Remaining Budget Deficit (-)/ Surplus (+)</b>                 | <b>3.5</b>     | <b>0.2</b>     | <b>-6.9</b>    | <b>-8.5</b>    |
| Contributions to (-)/from (+) the Revenue Smoothing Fund         | -3.5           | 0.2            | 6.9            | 8.5            |
| Balance on Revenue Smoothing Fund                                | 26.5           | 26.7           | 19.8           | 11.3           |

## ANNEX 3: GLOSSARY

|                               |  |
|-------------------------------|--|
| Best Bar None                 | A national Awards Scheme for all licensed premises recognising active partnerships between the licensed trade, local authorities and police  |
| CCTV                          | Closed Circuit Television  |
| Code of Ethics.               | This Code, established by the College of Policing, is the highest-level declaration of the principles and standards of behaviour expected by the police service  |
| Community Safety Partnerships | A partnership of 'responsible authorities', (police, local authorities, fire and rescue authorities, probation service and health) working together to tackle crime and anti-social behaviour  |
| Criminal Justice System       | The collective name for the police, prosecution, courts, prisons, youth justice services and probation. responsible for the process from an offence being committed through to an outcome reached                                    |
| Dispersal Notice              | A mechanism whereby a police officer and police community support officer has the power to instruct a group of people to leave an area   |
| Financial Roadmap             | A exercise to identify the areas of the organisation that have the potential to make further savings or increase income to support the efficiency requirements for 2016/17 and 2017/18   |
| Fixed Penalty Notice`         | A means of enforcing a low-level crimes,   |
| Health & Wellbeing Boards     | A forum where key leaders from the health and care system work together to improve the health and wellbeing of their local population and reduce health inequalities   |
| Local Criminal Justice Board  | The LCJB works to improve the criminal justice system in an area and brings together the Police, Crown Prosecution Service, Courts and Tribunals Service' Her Majesty's Prison Service' Probation Trust and Youth Offending Services |
| Police and Crime Panel        | A board of local authority councillors and independent members whose role it is to scrutinise  |

|                                |   |
|--------------------------------|---|
|                                | the actions and decisions of the Police and Crime Commissioner. In particular the Police and Crime Panel has the power to veto the proposed precept on the Council Tax and a proposed candidate for the position of Chief Constable |
| Proceeds of Crime Act          | The legal framework enabling enforcement agencies such as the police to seize the assets of criminals. The proceeds are divided between HM Treasury, the enforcement agency, courts and the Crown Prosecution Service               |
| Safeguarding                   | The duty on public bodies to work together to protect vulnerable people and keep them from harm   |
| Sexual Assault Referral Centre | A facility providing welfare support to victims and specialising in the investigation of serious sexual assaults.   |
| Strategic Alliance             | An agreement between two or more forces to pursue a set of agreed objectives, while retaining separate identities.  |
| Sexual Assault Referral Centre | A specialist medical and forensic service funded and run in partnership between the NHS, police and the voluntary sector providing victims of rape and serious sexual assault with medical care and counselling.                    |
| Strategic Policing Requirement | A framework against which local police Forces are required to provide resources to support national policing demands  |
| PCC's Small Grant Scheme       | Established in 2013, this fund provides financial support to and encouragement for community groups which work in their localities to help make people feel safer and reduce crime.   |
| Track My Crime                 | A web-based facility allowing victims of crime to access the progress of the investigation of their crime ( <i>not yet available in Devon and Cornwall</i> )  |
| Youth Offending Team           | YOTs work with young people that get into trouble with the law and help them stay away from crime.  |



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and Crime Commissioner  
Devon and Cornwall