

**Police and Crime Panel Meeting
6 February 2015
Report of the Police and Crime Commissioner**

REFRESHING THE POLICE AND CRIME PLAN FOR 2015/16

1. Introduction

This report outlines the Police and Crime Commissioner's plans for refreshing the Police and Crime Plan for 2015/16, for the Police and Crime Panel's consideration and comment. The Commissioner intends to retain the existing six priorities set out in the 2014-2017 Police and Crime Plan with a few minor adjustments to highlight emerging issues and developments over the past 12 months.

The Commissioner is currently seeking views from partners and the public on his plans to make a number of adjustments to the Plan. That consultation process will close on 16th February 2015.

2. Background

The Police and Crime Plan is a statutory requirement and sets out the Commissioner's priorities for crime and policing for the area and gives direction to the Chief Constable. Both the Commissioner and Chief Constable must have regard to the Police and Crime Plan in the exercise of their responsibilities.

The current 2014-2017 Police and Crime Plan was published in April 2014. That Plan set out six ambitious priorities which were supported by a new approach to delivery through Strategic Boards. It sets out what the Commissioner will do, what he expects the Chief Constable to do and how the Commissioner will work with partners. This shapes the work of the Office of the Police and Crime Commissioner (OPCC) and the police service and our work with partners.

The six priorities are:

- 1. Cutting crime, keeping Devon and Cornwall safe**
- 2. Reducing the harm caused by alcohol related crime**
- 3. Efficiency and long-term financial security**
- 4. An improved criminal justice system**
- 5. High quality, accessible help for victims of crime**
- 6. Greater public involvement in policing.**

During the course of the year, regular updates have been provided on the OPCC website detailing the work being taken under this Plan. That work is driven through a series of joint delivery boards established between the OPCC and the police service.

In other reports presented to this Police and Crime Panel meeting, the Commissioner has set out the significant financial challenges facing policing in the future and the bold actions that are being taken to sustain policing and protect frontline services as far as possible. A substantial programme of work is underway to deliver upon the 2014-2017 Police and Crime Plan, from developing new and innovative approaches to tackling alcohol abuse to reviewing the police 101 non-emergency service and driving forward improvements - this work will continue.

Alongside this, we are continuing our ambitious work to build an alliance with Dorset Police and to provide a new high quality service for victims of crime from April 2015. This work will continue into the coming year.

3. Refreshing the Police and Crime Plan

The Commissioner is under a legal duty to keep his Police and Crime Plan under regular review to ensure that it continues to prioritise the community safety and policing matters that are the most important to Devon and Cornwall.

The Commissioner has reviewed the existing Plan in consultation with the Chief Constable and his team at the OPCC and has concluded that a major overhaul of the Plan for 2015/16 is not necessary. The Commissioner believes that the existing six priorities remain appropriate and reflect the required policing priorities for the area, subject to a number of minor but important adjustments. These adjustments will not materially alter the direction set out in the Plan but are intended to sharpen some areas of text for clarity and to emphasise the importance of action in a few specific areas.

In reaching this view about the six priorities, the Commissioner has had regard to the findings from the many engagement events and consultation exercises conducted by him and his office this year and the extensive correspondence bag that comes into the OPCC. These have provided valuable observations from community groups: Town; Parish; District, County and Unitary councils and of course members of the public. The Commissioner has also given considerable thought to the recommendations made over the course of the year about Devon and Cornwall Police by Her Majesty's Inspectorate of Constabulary (HMIC), the recommendations made by the Police and Crime Panel and the revised Peninsula Strategic Assessment (PSA).

4. Areas of additional focus in the refreshed Police and Crime Plan for 2015/16

Following this review the Commissioner intends to make a number of adjustments to the existing Police and Crime Plan for 2014-2017. The Commissioner is currently seeking views from partners and the public on his proposed areas for adjustment and that consultation exercise will conclude on 16 February 2015. The Commissioner's proposals are set out in the Annex to this paper but have also been summarised below, for comment from the Panel.

Child Sexual Exploitation: It is crucially important that we take effective action in this area and in the wider safeguarding arena. An additional focus will be placed on this

issue in Priority 1 of the Police and Crime Plan to make expectations very clear. However action by the police alone is not sufficient and it is vital that all public sector partners combine forces to take action to ensure children are protected from these crimes. The PCC is looking to all public sector leaders to take responsibility in these areas and to drive progress. The PCC has provided additional funding to the police for the coming year for this work and has also increased the levels of funding provided to Safeguarding Boards (for Children and Adults) to help support additional activity under this priority.

Sexual Offences: The Police and Crime Plan 2014-17 recognised the importance of tackling sexual offences and in particular the need to encourage greater reporting. This is a highly complex area and it is understood that many victims do not wish to engage with the Criminal Justice System due to the nature of these crimes. Recent national high profile cases may have fuelled an increase in the reporting of historic incidents as people become more willing to speak out. During the past year we have seen an increase in reported sexual offences in Devon and Cornwall and it is important that we understand the reasons for this increase and also that we ensure that all victims of sexual offences who come forward receive high quality support from the police service and the wider CJS. The Commissioner intends to increase the focus in Priority 1 (Keeping People Safe) and Priority 5 (Victims) on these issues and will work with the Chief Constable to ensure we are making the most effective use of surveying and research to understand the reasons for non-reporting and to act upon that information.

Cyber crime: Cyber-crime is a growing area of demand and it poses an increasing threat to the public. Digital technology is now part of most people's lives yet criminality goes largely unreported. It is a complex and wide ranging issue – covering offences that are dependent on ICT (such as on-line grooming, and computer hacking) as well as more traditional crimes which are enabled by the speed and reach offered by ICT (such as fraud, theft and buying/ selling scams).

In the current Plan cyber crime is covered implicitly in commitments relating to the national Strategic Policing Requirement. It is important that we build our resilience locally and Devon and Cornwall Police are developing a local Threat Assessment, as are many forces across the country. The PCC is providing additional investment to the police for the coming three years to support this additional work and it is appropriate that we update the Plan to recognise the importance of action to tackle cyber crime in Priority 1 (Keeping People Safe) and priority 5 (Victims).

Prevention: It goes without saying that preventing crime and therefore reducing the number of victims is preferable and better value for money than investigating crime that has occurred. This is particularly the case in times of financial squeeze.

Devon and Cornwall Police have a strong track record in preventative work but a step change is now needed – if we are to 'transform' services to secure effective delivery in the face of severe budget cuts from central government. We must change our emphasis and devote more resources to preventing crime and this will be reflected in

changes to be made to Priority 1 (Keeping People safe), Priority 2 (Alcohol), Priority 4 (Effective CJS), Priority 5 (Victims) and Priority 6 (Citizens involvement in Policing) to ensure this approach is fully embedded across the Plan.

A refinement of the Criminal Justice Priority: Priority 4 of the current Police and Crime Plan 2014-17 outlines a number of actions and activities which relate to securing an effective and efficient Criminal Justice System (CJS). In the first year of the Plan we took a very broad approach to this Priority and included a wide variety of issues. Our experience over the past year is that many of these issues are being dealt with appropriately at the Local Criminal justice Board and that it would be beneficial to focus the Priority 4 (Effective CJS) on driving forward a smaller number of critical issues. In particular we intend to focus Priority 4 (Effective CJS) on actions in a number of strategic areas. In particular on transforming summary justice, the digitisation of the CJS, mental health (including the use of street triage and section 136), the use of out of court disposals and custody services. We must also retain a strong focus on witness care and on restorative justice but these will be transferred to Priority 5 (Victims).

Local Priorities / Neighbourhood Engagement & Policing: The Commissioner set out a clear commitment to neighbourhood policing in the Police and Crime Plan 2014. It is important that the police and partners understand the community safety matters that are concerning their local neighbourhoods. The Commissioner is aware that there are systems in place, like the 'Have Your Say' process but is concerned that this approach is not providing a full range of views. If we are all to continue to enjoy the support and confidence of our communities, it is essential that we listen to their concerns and priorities about their local area, that we take account of what they say and that we take action where it is appropriate and explain inaction where it is not. The Commissioner fully recognises the challenges that this can present for the police and partners such as CSPs and HWBs and is keen to work with them to explore these issues. The PCC will amend Priority 1 (Keeping People Safe) and Priority 6 (Citizens in Policing) to reflect this new area of work.

Strategic Alliance: The need for early action to prepare for upcoming financial challenges towards the end of this decade was one of the central themes of the Police and Crime Plan 2014-17. One of the key mitigations that is being taken to address this financial challenge is the development of a Strategic Alliance with Dorset. Since April 2014 we have moved from an initial scoping phase into the development of detailed business cases in over 30 business areas for the alliance. This is a significant piece of work which it is anticipated will contribute savings of at least £8 million per annum for Devon and Cornwall. Given the scale, complexity and importance of this project it is appropriate that it is properly covered in the Police and Crime Plan and amendments will be made to Priority 3 (Every Penny Counts) to reflect this.

5. Delivery of the Police and Crime Plan

The performance framework

the Police and Crime Plan 2014-17 introduced an innovative new approach to measuring performance. We moved away from a reliance on numerical targets and adopted a more sophisticated approach whereby a basket of measures are considered and the 'direction of travel' identified for those measures in terms of whether we seek maintenance, improvement or transformation of performance. This approach has attracted positive commentary nationally.

The PCC remains committed to the framework that was introduced in April 2014. Performance will continue to be measured in line with this framework and will be managed through the Commissioner's public Performance and Accountability Boards. A number of the performance measures set out in the current Plan were listed as being subject to 'baseline' or 'further investigation' and these are being updated and revised as part of the 2015/16 refresh. In addition we are examining whether in some areas there is a need to adjust the 'RAG' rating for a particular measure to reflect changes in performance over the period. For example, considerable progress has been made in the area of victim based crime over the past 12 months.

Finally it is acknowledged that the current presentation of this information is not particularly user-friendly. The OPCC is currently developing a new website which is due to be launched in the next few weeks. As part of that website redesign we are looking to provide performance management information in a more helpful way. We intend to provide clear information on each of these measures which sets out where performance has historically been, where it is currently and where we would like to see it in the future – to provide extra context to the 'traffic light' code.

The Joint Strategic Delivery Boards

Work to deliver the activities set out in the Police and Crime Plan 2014-2017 is managed through a series of Joint Strategic Delivery Boards between the OPCC and the Force covering each of the respective Priorities¹. A specific report on this approach was provided to the Police and Crime Panel at its meeting in June 2014. Since that time the Delivery Board approach has been further developed and is in full operation. Each Board has agreed an Action Plan and work will continue for those Boards into the next financial year. In many instances further updates are required to those Action Plans to reflect progress, identify new activities for the coming year and to reflect new items included within the Plan as a result of the refresh for 2015/16. Over the next two months the Joint Delivery Boards will be reviewing their Action Plans and updating them as required.

Quarterly reports setting out the work of these joint Delivery Boards are published on the OPCC website but again the new OPCC website will allow us to adopt a more dynamic reporting approach for the coming year.

¹ There is no specific Joint Delivery Board for Priority 1 which is managed through the Commissioner's Performance and Accountability Board.

6. Finalising the refresh of the Police and Crime Plan for 2015/16

The refreshed Police and Crime Plan for 2015/16 will be finalised over the next two months, for publication by the end of March 2015. In finalising the refreshed Plan we will take account of any comments made by the Panel and of feedback received from our consultations with partners.

The Panel does not have any further meetings scheduled between now and the end of March 2015 but we recognise that the Panel may wish to be kept informed about the progress that is being made and to be given an opportunity to comment in particular on any significant changes that may be identified through the consultation process. The Panel are invited to consider whether how they would like to remain engaged in this process, for example through the Chair and Vice-Chair.

Contact for further information

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POLICE AND CRIME COMMISSIONER'S PROPOSALS FOR REFRESH OF THE POLICE AND CRIME PLAN FOR 2015/ 2016

The Police and Crime Commissioner's review of the Police and Crime Plan has considered the following

- a) New or emerging threats and risks to policing, partnership performance and community safety that should be reflected in the Plan
- b) The desire to maintain delivery against the pledges within the current Police and Crime Plan
- c) Progress and developments achieved to date against current objectives in the Plan
- d) Foreseeable national, regional and local finance and policy changes that should be accounted for
- e) The Police and Crime Commissioner's preferences and the findings from consultation activity conducted by the OPCC during 2014
- f) The capacity of the OPCC and Force to undertake a major change to the Plan or to manage a change in direction.

The review concluded that there should be an increased focus of the following areas within the current six priorities².

Child Sexual Exploitation (CSE)

1. Failings by public bodies in other parts of the country to prevent CSE or to adequately investigate allegations have generated significant press/ media coverage and public attention in recent months.
2. The Police and Crime Commissioner holds the Chief Constable to account for the response of the police force in this area. To protect children the police service must work effectively with a range of local partners – to ensure that services are joined up and fit for purpose. It is vital that the 'whole system' works effectively and that both the police and partners play their respective parts.
3. Whilst reporting of historic incidents does take place today, the PCC has recently pledged publically to support the Force to identify and support victims, protect potential victims and prosecute abusers. The OPCC wants to ensure there are more and varied opportunities for victims of historic sexual exploitation to come forward and report crimes committed against them and to provide support for these victims. The Commissioner also wishes to ensure that a suitable historic review has been undertaken where there is concern that previous investigations may have been deficient or new evidence comes to light.

² In addition the text will be reviewed and refreshed and brought up to date to ensure the language and actions are appropriate for the next 12-18 months. Some formatting and style changes will also be made.

4. Safeguarding and the protection of vulnerable people already features prominently within the Police and Crime Plan and will form the backbone of policing in the future. The current plan requires a specific focus on *'protecting the most vulnerable with a focus on domestic, family and sexual abuse and better awareness and response to so called hidden crimes'*. However to support the additional work that we require in this area, CSE will be given a greater prominence in the refreshed Plan – providing a steer on activity that is expected of the Force and to acknowledge lessons learned from reviews and inspection reports.
5. The PCC's decision to provide greater prominence to CSE within the Police and Crime Plan for 2015/16 is in line with recommendations made by the Police and Crime Panel in October 2014.
6. It is critical that public authorities with responsibility for public protection commit to a more co-ordinated approach such as to preventing Child Sexual Exploitation.

Sexual Offences

7. The PCC remains concerned about levels of sexual offences within the force area – reported and unreported. This is a highly complex area. It is understood that many victims do not wish to engage with the Criminal Justice System due to the nature of these crimes. Recent national high profile cases may have fuelled an increase in the reporting of historic incidents as people become more willing to speak out. Increased reporting is a positive thing but we cannot and must not assume that rises are solely the result of increased confidence – we need to understand these issues much better. In 2014, the PCC set a clear requirement on the Chief Constable to work to increase reporting of these offences and in light of this the PCC removed sexual offences and domestic violence offences from the police force total crime figures and gave them independent visibility. The PCC needs both to see clear evidence of how the force has been actively encouraging increased reporting and of tracking of underlying trends.
8. It is intended that both of these issues will be given greater prominence in the updated Police and Crime Plan. We recognise that there remain many victims who do not feel able to report but we need to understand more about why this is. The PCC will work with the Chief Constable to ensure the most effective use of surveying and research to understand the reasons for non-reporting so that appropriate action can be taken.

Cyber-crime³

9. Cyber-crime is a growing area of demand and poses an increasing threat to the public. Digital technology is now part of most people's lives yet criminality goes largely unreported. HMIC reported earlier this year that cyber-crime was the newest national crime threat that required a national response. The Police and Crime Panel has also recommended that cyber-crime is given greater focus in the Plan.
10. In June 2014, HMIC reported that only three forces (Derbyshire, Lincolnshire and West Midlands) had developed comprehensive cyber-crime strategies or plans and only a third had considered cyber-crime threats in their Strategic Threat and Risk Assessments. Devon and Cornwall are conducting theirs currently.
11. HMIC went on to report: *"It is now essential that police officers have the capability to deal confidently with the cyber element of crimes as it is fast becoming a dominant method in the perpetration of crime."*
12. The current Police and Crime Plan is largely silent on cyber-crime, although it is of course integral to the obligations within the Strategic Policing Requirement and within Priority 1: Cutting crime, keeping Devon and Cornwall safe.
13. The PCC's intention is to give cyber-crime more prominence in Priority 1 along the lines of

The Commissioner expects the Chief Constable to 'Develop the Force's understanding of the nature of the threat posed by cyber-crime and to establish a strategy to address this threat including enhancing the Force's capacity and capability to deal with volume cyber-crimes and by contributing to the national intelligence picture.'

Prevention bias

14. The Force has a good record of preventing crime with historical volume crime figures well below national averages. Her Majesty's Inspectorate of Constabulary's PEEL⁴ assessment rates Devon and Cornwall Police's crime prevention activity as 'Good' but recommends that steps are taken to embed learning across the organisation.
15. It goes without saying that preventing crime and therefore reducing the number of victims is preferable and better value for money than investigating crime that has occurred. This is particularly the case in times of financial squeeze. As budgets reduce we need to look at ways in which we can transform our service to make the

³ Cyber-crime is a generic term that covers offences that are dependent on ICT (such as on-line grooming, and computer hacking) or crimes enabled by the speed and reach offered by ICT (such as fraud, theft and buying/ selling scams)

⁴ iPEEL – Interim Police Effectiveness, Efficiency and Legitimacy programme Devon and Cornwall Police report available [here](#)

best use of limited resources. The Force has a number of initiatives at different stages of development including trialling a new approach to safeguarding, updating its advice and guidance to the public on how to avoid becoming victims from new types of crime (for example cyber fraud) and is in the early stages of establishing a Prevention Directorate.

16. In order to endorse these developments and lock-in value-for-money approaches across all areas of the Force, the Plan will be adjusted to present a firmer emphasis on preventive work. Such a focus is essential if we are to transform our policing service to secure effective delivery in the face of significant and continuing budgetary cuts. This will be incorporated into Priorities 1, 4, 5 and 6 and be clearly established in the foreword as a key theme throughout the Plan.

A refinement of the Criminal Justice Priority

17. Early work to build relationships with a wide range of partners, establish commissioning and reporting arrangements means the OPCC is well placed to build on this progress in the coming year. The PCC welcomes the commitment of partners to work together to seek improvements to the service provided to the public and victims of crime.
18. The current Plan contains a broad area of work listed under Priority 4: An improved criminal justice system. This covers rehabilitation, the Local Criminal Justice Board, restorative justice, mental health, prolific offenders, out of court disposals and others. Whilst the commitment to this priority remains, the PCC wishes to identify a small number of specific areas that will receive the most attention. In particular, this will include work on transforming summary justice, mental health, restorative justice, witness services and the use of out of court disposals.

Local Priorities / Neighbourhood Engagement & Policing

19. As resources are stretched and headcounts reduce, the importance of local activity that brings together partners to address anti-social behaviour, low level crime and community safety issues is becoming increasingly clear. If we are all to continue to enjoy the support and confidence of our communities, it is essential that we listen to their concerns and priorities and take account of them. For example, the PCC continues to receive public concerns regarding traffic violations and parking enforcement and while this may not score highly in terms of risk, threat and harm, it is an issue of significant importance to some communities.
20. The police and their partners must continue to work to understand the community safety matters that impact local neighbourhoods. The PCC will amend the police and Crime Plan to support and reiterate this. The PCC expects that priorities raised by the public affecting their local areas are properly captured by the police, local authorities, Community Safety Partnerships (CSPs) and other partners and are addressed

appropriately, including by health partners and the Health and Wellbeing Boards. The PCC also expects that proactive engagement should take place with the public to gather their views in more general terms – to actively seek views not just react to them.

21. As all public sector partners face continued funding cuts, it is vital that community safety remains a priority and that it is adequately resourced within local authorities. It is also essential that there is good visibility of community safety and other services and that they are clearly signposted to aid the public and to avoid the inappropriate diversion of demand to others. The refreshed Police and Crime Plan will reflect both these difficult issues. The PCC fully recognises the funding constraints faced by all parties and wants to work with partners to help explore and develop solutions and to press nationally and in other forums for action.
22. The pressure on neighbourhood policing is growing as priority is given to response and detection. HMIC has expressed concern of the erosion of neighbourhood policing. The PCC has asked the Chief Constable to define neighbourhood policing in terms of function and resourcing in order to better protect this foundation service to the public and source of intelligence.

Strategic Alliance

23. The Devon and Cornwall OPCC and Devon and Cornwall Police have been working closely with counterparts in Dorset to develop proposals for the creation of a Strategic Alliance – a formal agreement to work closely together and share resources whilst retaining individual identities and local public accountability.
24. The 2015/16 Plan requires a greater focus on the Strategic Alliance which will become a more substantial programme of work in the year ahead. This area of the Plan (Priority 3) will be brought up to date to reflect progress and to reference the schedule of work to develop business cases for the Alliance.

**OFFICE OF THE POLICE AND CRIME COMMISSIONER FOR DEVON, CORNWALL
AND THE ISLES OF SCILLY
JANUARY 2015**