



PCC
Office of the Police and
Crime Commissioner
Devon and Cornwall

Devon and Cornwall
Police and Crime Commissioner

Annual Report 2015-2016

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Foreword from Alison Hernandez Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly

As a newly elected Police and Crime Commissioner (PCC) I am privileged and honoured to represent the communities of Devon, Cornwall and the Isles of Scilly in this role and to present the Annual Report for 2015-16.

The report reflects on the last financial year and the work of my predecessor Tony Hogg and the Office of the Police and Crime Commissioner during that period.

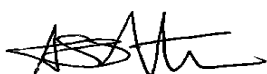
I would like to take this opportunity to acknowledge Mr Hogg's service to the community and his achievement in pioneering the role of the Police and Crime Commissioner for Devon and Cornwall. I also wish to pay tribute to his work in setting up the Office of the Police and Crime Commissioner, which I now lead, as I take forward this important role of providing representation to residents and visitors on matters of policing and criminal justice across the peninsula.

The Devon and Cornwall policing area remains one of the safest places to live in England and Wales where overall crime continues to fall. The emphasis has been on ensuring that high standards are maintained whilst exploring new and innovative ways of continuing to deliver the best possible service in the future.

The communities of Devon, Cornwall and the Isles of Scilly should be in no doubt that the financial outlook for police funding remains a challenge but it is one which I am determined to take up on your behalf.

Thank you for taking the time to read this report. The next one produced will reflect my first year in office so please look out for it!

With kind regards,

A handwritten signature in black ink, appearing to be 'Alison Hernandez', written in a cursive style.

Alison Hernandez

Police and Crime Commissioner for Devon, Cornwall and the Isles of Scilly

A. Delivery against the Police and Crime Plan priorities 2015-2016

The Police and Crime Commissioner (PCC) published his revised Police and Crime Plan (the Plan) in May 2015 following a period of consultation with the Chief Constable, partners, the public and the Police and Crime Panel (the Panel). The revised Plan contained a number of amendments to the previous plan to reflect the feedback received from consultations as well as new challenges and emerging issues. The PCC was supported in this role by the Office of Police and Crime Commissioner (OPCC).

The six priorities for 2015-16 were

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

PRIORITY 2. To reduce the crime and harm caused by the misuse of alcohol.

PRIORITY 3. To make every penny count in protecting policing for the long term.

PRIORITY 4. To promote an effective Criminal justice system for our area, delivering a high quality service for victims, witnesses and society.

PRIORITY 5. To deliver a high quality victim support service across our area.

PRIORITY 6. To encourage and enable citizens and communities to play their part in tackling crime.

Review and scrutiny of the work of the PCC

The PCC reports regularly to the public and also to the Panel on the activities they are taking forward to deliver their priorities. The OPCC publish a wide range of information to enable people to hold the PCC to account, including quarterly highlight reports which are available on the OPCC website.

On a formal basis, the PCC and his staff appear before the Panel regularly. The Panel is required to scrutinise the actions and decisions of the PCC and make recommendations as necessary. The PCC is also required to present the Annual Reports to the Panel and appear before the Panel to answer questions.

In 2015-16 the PCC and the OPCC team attended hundreds of meetings, engagement events, talks and community shows in a range of settings throughout the year: answering the public's questions; providing information about policing and the work of the PCC; and looking into issues of concern raised by local people.

This Annual Report refers to reports published by Her Majesty's Inspectorate of Constabulary (HMIC) during the course of 2015-2016. HMIC do not inspect PCCs however PCCs are obliged to comment upon HMIC reports in relation to their own police force area.

Delivery mechanisms for the Police and Crime Plan

Delivery of the six priorities in the PCC's Plan were managed through strategic delivery boards which included representatives from the OPCC and the Devon and Cornwall Police as well as external members. This collaborative approach reflected the joint endeavour of the Plan. The Strategic Delivery Boards developed action plans to drive progress and were

tasked with reporting regularly to the PCC and the Chief Constable.

This annual report sets out progress against the Plan's six priorities and the wider activities of the OPCC, for example on communications and engagement. Clearly, in delivering such a wide-ranging and complex plan there were a number of activities that covered more than one of the priority areas.

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 was 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 focussed 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 PCC committed to keep police officer numbers above 3,000 and to support neighbourhood policing.

Progress in delivering against Priority 1 was managed through the Performance and Accountability Board (PAB). Throughout the reporting period the PCC continued to support Community Safety Partnerships (CSPs) in their work, both financially and practically, and to work with Health and Wellbeing Boards (HWBs) across Devon, Cornwall and the Isles of Scilly on key shared objectives in areas such as mental health, substance misuse and sexual violence. The PCC carried out a review of the 101 service – in recognition of the high levels of public dissatisfaction with current service arrangements and has continued requiring the Force to make progress in this critical area.

Performance and Accountability Board

Achievements towards this priority were primarily tracked through the PAB. This board was the PCC's key mechanism for formally holding the Chief Constable to account. Each meeting was open to the public during which questions were put to the Chief Constable. The public meetings were also filmed and made available to view from via PCC TV on [YouTube](#).

The table below summarises the PCC's views on performance against the headline measured within Priority 1. These measures and associated reporting arrangements were discussed and agreed with the Panel during the course of the year.

Overall performance in Devon and Cornwall during 2015-16 was strong as total reported crime reduced by 5% compared to a national increase of 8%. Recently reported public confidence data indicated that the public of Devon and Cornwall had the highest rate of confidence in the police nationally. The Force had the third lowest rate of offending, during the reporting period, of 45 offences per 1000 population.

The main driver of reducing crime levels was the continuing good performance across the spectrum of acquisitive crime, particularly in relation to serious acquisitive crime (burglary and vehicle offences). Devon and Cornwall was ranked the second lowest for domestic burglary and ranked the third lowest for vehicle crime. Overall the Force continued to have the third lowest rate of theft nationally. There were increases in violence against the person in Devon and Cornwall but the rate of increase was considerably less than the rate of increase overall for England and Wales in this area.

The number of recorded sexual offences in Devon and Cornwall continued to increase although again the rate of increase in Devon and Cornwall was less than that seen nationally. For this crime type the Force was around the national average during the reporting period.

The two key performance challenges which remained during the year were increasing the involvement of the public in the policing mission and improving the 101 service. An update on the citizens in policing strategy is provided under a separate item on this agenda.

The 101 service review

The issue on which the OPCC received most public concern was undoubtedly the police non-emergency 101 telephone service. Concerns about waiting times were regularly brought to the PCC's attention by members of the public, local authorities and service providers. In response to these concerns, the PCC commissioned OPCC staff to work with the Force to review the 101 service and make recommendations. That review was published in December 2014 and identified

- That whilst calls were answered promptly at the switchboard, the average waiting time for this transfer was, on the whole unacceptable, with 20% of callers waiting for longer than 20 minutes.
- Fewer than 10% of calls were resolved at the first point of contact. Significant resource is devoted to the switchboard function which appeared to provide poor value for money.
- Shortcomings in some of the technology relied upon in the contact centre

Full report available from the OPCC website [here](#) .

A further review, 101, *One Year On*, was undertaken 12 months later to understand what, if any, improvements had been delivered. This identified that far from improving, the service standards had deteriorated further. [The report is available on the OPCC website.](#)

Following the second report, the PCC charged the Chief Constable to speed up work on 101 and deliver significant improvements in the service by the end of March 2016.

As a result, the 101 service began to deliver significant performance improvements in March 2016 with average call answer times for non-urgent 101 calls reduced from a peak of over 10 minutes in February 2016 to five minutes in March 2016. The percentage of calls answered within 10 minutes increased from 60% in January 2016 and February 2016 to more than 80% in March 2016. These improvements have continued to build into the new performance year. This was achieved through the realisation of changes initiated over a year ago as part of the response to the original 101 report as well as more recent interventions including:

- A significant recruitment programme to fill vacancies within the call centre;
- An increase in the effectiveness of call triage at the first point of contact;
- A focus on increasing the use of alternative channels of communication (e-mail for example);
- The transfer of a large part of the crime recording function from the call centre to other departments;
- Publication of direct dial contact numbers for frequently used departments on the website;
- A reduction in the amount of research undertaken by call handlers by handling calls;
- Reviews undertaken by Dorset Police and BT.

Finally a new resource management tool is to be introduced in the coming financial year that will allow resource requirement to be more closely matched to demand.

While good progress is now being made, performance remains fragile and further work is required to ensure that this performance standard can be sustained.









Commissioning

In 2015-16, the total partnership budget was £2.7m of which £1.7m was awarded in community safety grants to CSPs across Devon and Cornwall. This method of funding allowed the partnerships to support projects and schemes to meet local needs, as well as contributing to the delivery of the Plan. The majority of funding to CSPs was used for initiatives to assist the victims of domestic violence, to support drug and alcohol treatment programmes for offenders and work with young people in the community to divert them away from crime. A further £210,000 was given to the three Sexual Abuse Referral Centres (SARCs), to ensure victims of serious sexual assaults have appropriate forensic examination and care services to help recovery from the impact of the crime.

Additional grants totalling £524,000 were made to Youth Offending Team Management Boards to contribute to work with young people committing crime within local communities, to rehabilitate them and to support restorative scheme which acknowledge the harm caused to victims.

Contributions were made to the costs of the children's and adults safeguarding boards across Devon and Cornwall as part of the multi agency oversight of the effectiveness of local safeguarding arrangements (£145,000 in total). Additionally £100,000 was given to assist street triage in order to ensure specialist mental health support and advice to police on the front line.

The PCC'S annual assessment of performance against priority 1

Headline Measure	Aim	Baseline	Rolling 12 months to 31/03/2016	%age change	Narrative	PCC Judgement
Victim based crime (excluding domestic and sexual abuse and hate crime)	Improvement in performance is expected - reductions in victim based crime should continue to reflect national downward trends	64506*	54626	-15.3%	Trends in victim-based crime have been reducing steadily since August 2013. Performance over the 12 months to end of March 2016 is showing a reduction of 15% compared to the baseline three year average. Principle offence categories driving this are the acquisitive offences: burglary dwelling -15%, n=2372, burglary non-dwelling -11%, n=3339, vehicle offences -10%, n=4480, shoplifting -13%, n=6636, other theft -13%, n=10648 and criminal damage -6%, n=12763. Devon & Cornwall are showing considerably stronger downwards trends in all of these offences compared to the national trends. The force is currently ranked as the 2nd best nationally.	
Number of recorded domestic abuse crimes and non-crime incidents	Increased public confidence to report	27447*	28196	2.7%	Although currently showing an increase against the baseline that suggests that the required attainment is being met this is largely the product of a steep increase in recorded DA in the last performance year. In the twelve months between April 2013 and March 2014 domestic abuse crime and non-crime incidents increased substantially with an 18% increase in recorded DA crime. However during the current performance year the trend has levelled with a reduction of 4% in domestic abuse crimes and non-crime incidents in the 12 months to end of March compared to the previous 12 months. Additional measures are being developed that will increase explanatory power against this headline attainment requirement.	
Number of recorded rape and sexual assault offences	Increased public confidence to report	1976*	2757	39.5%	Trends in police recorded sexual offences have been resolutely increasing and in particular increases in reporting of historic offences would suggest that this measure is being attained. Again however additional measures are being developed that will increase explanatory power against this headline attainment requirement. Increases in Devon & Cornwall have been less than experienced elsewhere nationally.	
Number of recorded hate crimes (and incidents?)	Increased public confidence to report	1116*	1074	-3.8%	Hate crime and incidents for the year reduced by 17% (n=220) as compared to the previous 12 months. Recorded hate crime has reduced by 9%, driven by large reductions in public order offences. Reductions in this area are as a result of a review of how public order offences are crimed.	
Average time taken to answer FEC calls	Transformation of performance is required		5 mins 20 secs		The detailed review of the service provided in response to non-urgent matters brought to police attention via 101 highlighted some shortcomings in the data being used to assess performance in this area. Although progress has been slower than hoped for there are clear signs of change.	
%age of 999 calls answered in target	Current good performance of 87% of 999 calls answered in target should be maintained	87%†	88.10%	1.10%	Currently being attained	
Public confidence from CSEW question 'Taking everything into account how good a job do you think the police are doing in this area?'	Current good performance of 65% responding 'good' or 'excellent' should be maintained	65%†	72%	3%	Currently being attained	
Police officer establishment (above 3000)	Minimum 3,000 officers required at least until May 2016	3000‡	3037.1	37.1	Currently being attained	

Key to judgements:



Currently achieving expected attainment level



Achievement of expected attainment at risk






Not achieving expected attainment level

* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

The PCC'S annual assessment of performance against priority 2

Headline Measure	Aim	Baseline	Rolling 12 months to 31/03/2016	%age change	Narrative	PCC Judgement
Number of recorded violence with injury offences per 1000 popn (excluding DA)	Improvement in performance is expected by reducing the rate of offending per 1000 popn	4.4*	4.6	4.5%	Current trends against the 3 year baseline continue to suggest that violence with injury is at a stable level (n=7758 in the last 12 months). This compares to national trends that are showing an increase of 16%. Nonetheless the trend in this measure is currently showing an increase against an expectation that it should reduce. Much of this increase is attributed to the addition of offences involving dogs to this category of crimes.	
Number of most serious violence with injury offences per 1000 popn (excluding DA)‡	Improvement in performance is expected with continued reductions	1.0*	0.5	-50%	There have been significant reductions in the most serious violent crime categories. These include those offences that result in the greatest level of harm to victims.	
Number of recorded violence without injury offences per 1000 popn (excluding DA)	Improvement in performance is expected by reducing the rate of offending per 1000 popn	3.2*	4.7	46.9%	Violence without injury remains a challenge to performance in Devon & Cornwall. The increase in violence without injury since April 2015 is attributed to the inclusion of new offence types including online harassment offences.	
Number of recorded alcohol-related violent crime offences per 1000 popn (excluding DA)	Currently monitoring this new measure in order to establish criteria	2.7†	2.5	-7.4%	Alcohol is currently recorded as a factor in 27% of violent offences. However partner data suggests a much higher rate of influence. ARID data consistently indicates that alcohol is a factor in approximately 70% of cases presenting at A&E. This difference may be partially explained by the type and severity of violence that is reported through hospitals, however we continue to work with police and partners to build confidence in the data.	

Key to judgements:



Currently achieving expected attainment level



Achievement of expected attainment at risk




Not achieving expected attainment level

* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

The PCC'S annual assessment of performance against priority 3

Headline Measure	Aim	Baseline	Rolling 12 months to 31/03/2015	%age change	Narrative	PCC Judgement
To deliver annual savings from a Strategic Alliance with Dorset of at least £8.4m by March 2019	Deliver agreement on business cases with identified potential to achieve a minimum of £8.4m savings				Performance in this area is subject to long term strategic review and may require additional development subject to announcements anticipated in the CSR and police funding allocation formula towards the end of 2015.	
OPCC costs (excluding commissioning)	To maintain operating costs at 2015/16 levels in real terms	£1.62m	£1.47m	-9.30%		
Development of public and commercial fundraising streams	To be fully operational by April 2017					

Key to judgements:



Currently achieving expected attainment level



Achievement of expected attainment at risk




Not achieving expected attainment level

* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

The PCC'S annual assessment of performance against priority 4

Headline Measure	Aim	Baseline	Rolling 12 months to 29/02/2016	%age change	Narrative	PCC Judgement
Number of vulnerable adults and children held in police cells per month as a result of S136 mental health act	Transformation of performance is required in collaboration with partners to reduce number of S136 detentions	61.8†	10	-83.8%	There has been a significant reduction in the average number of people held at custody centres under S136 each month. This reduction is even more pronounced since March 2015 with an average of 7 detentions per month during the last 6 months.	
Focused police activity to improve file quality	Transformation in performance is expected	60%	80%	33.3%	Baselines are still being developed in this area, however the %age of files passed first time in August 2014 was 60% and for August 2015 this had increased to 80%.	

Key to judgements:



Currently achieving expected attainment level



Achievement of expected attainment at risk



Not achieving expected attainment level

* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

The PCC'S annual assessment of performance against priority 5

Headline Measure	Aim	Baseline	Rolling 6 months to 31/12/2015	%age change	Narrative	PCC Judgement
Number of victims with needs being supported	Transformation of performance is required		793		Baselines are still being developed in this area following the introduction of new victim care arrangements in July 2015.	
Number of victims being referred to appropriate support agencies	Transformation of performance is required - subject to baseline development by end September 2015		1224			

Key to judgements:



Currently achieving expected attainment level



Achievement of expected attainment at risk





Not achieving expected attainment level

* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

The PCC'S annual assessment of performance against priority 6

Headline Measure	Aim	Baseline	Rolling 12 months to 31/12/2015	%age change	Narrative	PCC Judgement
Number of hours of service provided by special constables	Minimum of 150,000 hours required	150,000‡	124,631	-16.9%	Although the latest data suggests some improvement in the numbers of hours of service provided by Special Constables this area has not delivered the required transformation of performance to-date. A refreshed approach to delivering the required performance improvement is being developed by the force.	
Number of /hours worked by volunteers	Transformation of performance is required in accordance with the Volunteering Review - Baseline to be established by September 2015	14,056	12,125	-13.7%		

Key to judgements:



Currently achieving expected attainment level



Achievement of expected attainment at risk



Not achieving expected attainment level

* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

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

The PCC was particularly concerned about the role that alcohol played in causing crime and in making individuals more vulnerable to becoming a victim. Alcohol 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. A significant programme of work was put in place to address the problems of alcohol harm and to improve the safety of our communities.

The Alcohol Joint Strategic Board was set up in May 2014 to oversee work under this priority. This work continued through 2015-16, driven forward by an action plan and in consultation with key partners in Devon and Cornwall, working through the Peninsula Drug and Alcohol Group (PDAG).

Good progress was made in a number of areas, and progress reported on a quarterly basis in the Plan update reports. Key areas have included:

Drinkaware Club Hosts pilot in Torbay

During the 2015, the OPCC worked in conjunction with the national charity Drinkaware, local authorities and the licensed trade to launch an innovative pilot across Devon and Cornwall to support vulnerable people in the night time economy. See [here](#) for further information.

The pilot was launched in autumn 2015 and ran in Torbay, Truro, Exeter and Plymouth for six months. The scheme involved club hosts operating in at five venues across the towns to help safeguard people made vulnerable by excessive consumption of alcohol. The pilot is being externally evaluated by the University of Exeter and is due to report late in 2016. The pilot is being mainstreamed in several venues including the University of Plymouth Student Union.

#RU2Drunk

The #RU2Drunk breathalyser programme was rolled out across a series of areas in Devon and Cornwall throughout 2015-16, commencing in Torquay prior to being adopted in several key towns including Truro and Newquay across the area for summer and autumn. The breathalysers were utilised by licensed premises to establish alcohol consumption.

Customers who had clearly consumed more than an acceptable amount, stipulated by the venue, were not given entry. The initiative's aims were to change behaviour and discourage preloading. The use of breathalysers does not operate in isolation but sits as part of a wider set of initiatives and measures within towns and cities to help tackle these issues.

National PCC alcohol working group

During 2015-16, the PCC was the chair of the National PCC Alcohol Working Group. As such the PCC continued to press government for legislative progress in a range of areas to help tackle alcohol related crime and harm. This included campaigning for amendments to licensing laws, reforming of the late night levy, and changes to better equip the police with

the tools needed to tackle irresponsible drinkers as well as those licensed premises which operate irresponsibly. This work continued throughout the year as the OPCC engaged with new Ministers.

The PCC also worked with other PCCs, through the national working group to commission research with Alcohol Concern to develop best practice guidance on dealing with street drinkers. This best practice guidance will be finalised in late 2016 and regional events will be held to roll out the best practice.

Alongside this work the group supported research being carried out by The Institute of Alcohol Studies to explore the true impact of alcohol on blue light services. Additionally work was undertaken with the Home Office to seek to improve national data accuracy on alcohol related crime resulting in changes to national recording practices.

The Government published its Modern Crime Prevention Strategy in March 2016 which acknowledged alcohol as one of the key drivers of crime and set out a range of actions for the coming years. The alcohol section of the Modern Crime Prevention Strategy included a number of key changes which had been the focal point of the PCC's national campaigning, in particular to reform the late night levy to make it a more workable tool for tackling issues at a local level. The Government has also signalled their intent to make a number of changes to licensing laws to make the system more effective, including changes to how cumulative impact zones work.

Other schemes

The OPCC worked with local evening and night time economy (ENTE) support schemes in order to offer help where possible. It also engaged with the Portman Group to explore joint working in Devon and Cornwall to help tackle alcohol related harm and crime in our communities. The PCC's office also played a role in launching Torquay's new Best Bar None scheme and supporting the growth of the new Best Bar None in Exeter.

PRIORITY 3: To make every penny count in protecting policing for the long term

The financial pressure placed on all public services over recent years has been intense. While significant efficiency savings had already been achieved the Plan reflected the continued need to deliver further cost reductions to balance the books and sustain policing in the long term. The Plan launched a major project to consider how this could be achieved and to create a joint financial roadmap between the PCC and the chief constable which set out the scope for further financial savings. The PCC continued to drive for further efficiency and to secure more central funding during 2015/16.

Throughout the reporting period the PCC sought to draw attention to the disadvantage suffered by the Force as a result of the formula which is used to allocate funding to police services across England.

The PCC worked with local MPs, to bring the issue to the attention of HM Treasury, the Home Office and the Prime Minister – launching a campaign across Devon and Cornwall which led to the submission to 10 Downing Street of a petition signed by over 9,000 people calling for a fair funding deal in a bid to urge action to deliver a fairer funding allocation for Devon and Cornwall. Under the original funding formula the Force received just £104 funding per head of population, two and half times less than that paid to London and almost half of that paid to Merseyside.

Fair Funding campaign

Following the general election in May 2015 the PCC launched a joint campaign with regional daily paper the Western Morning News to draw attention to this critical issue in order to gather public support and lobby ministers to address these issues in the new Parliament. This was by far the largest ever single subject consultation undertaken concerning a police issue in Devon and Cornwall as well as the largest taken by a PCC anywhere in the country at the time.

The campaign was promoted widely by

- 13 petition signing events in key locations across Devon and Cornwall
- Extensive use of social media which reached over 200,000 people
- Over 3,000 information packs being sent out to partner organisations and those on OPCC mailing database
- The Western Morning News jointly promoting the campaign including regular front page coverage
- Publicity in all the major weekly newspapers across Devon and Cornwall
- Radio 4's PM programme which carried an extensive piece about the campaign
- BBC Spotlight and TV West Country News carrying regular updates
- Weekly promotion on the Devon and Cornwall Police intranet

Almost 9,000 people signed a petition calling on the Home Secretary to ensure that Devon and Cornwall Police received a fair share of police funding.

A breakdown of the figures showed that:

- 2,026 people signed the petition through Facebook
- 1,801 people signed up through other digital means
- 5,452 people signed either at face to face events or by post

The fair funding petition was only one part of the fair funding campaign but it served as a focal point to engage the people of Devon and Cornwall, MPs and local councillors in the campaign. Meanwhile the OPCC under the PCC's leadership worked on a detailed response to a Home Office consultation on reform to police funding which was issued in July 2015.

Home Office consultation on police funding reform

The former PCC was disappointed with the proposals put forward by the Home Office as part of its consultation on police funding reform. He considered it had failed to address the challenges posed by tourism and policing in rural areas. The OPCC carried out extensive work over the summer of 2015 to inform the PCC's response to the consultation. In doing so the PCC worked closely with local MPs, other PCCs and the Force.

The OPCC's detailed analysis included a full assessment of the likely impact of the proposals on Devon and Cornwall (and on every force in England and Wales) as indicative figures had not been included within the consultation proposals. The OPCC's analysis suggested that the new proposals maintained a metropolitan bias at the expense of forces like Devon and Cornwall and significantly disadvantages large forces such as Devon and Cornwall with a risk that Devon and Cornwall's funding could have reduced by as much as £24 million per annum as a result of the proposed formula.

The OPCC prepared a detailed briefing for local partners, including MPs and Panel at the beginning of September, to appraise them of the impact of the proposed change and to identify alternative measures that would be less urban-centric. The work carried out by the OPCC to highlight the potential weaknesses in the funding formula consultation was used by other PCCs and forces to assess how it would affect their policing areas.

The joint response from the PCC and the chief constable to the consultation was published and shared with partners. The Home Office (HO) received over 1,700 responses to the consultation. Following its summer 2015 consultation, the Home Office published revised proposals in September 2015 which generated another tranche of significant work from the OPCC. The OPCC also contributed actively to the Home Affairs Select Committee inquiry into the funding formula with the PCC appearing before the Committee in October 2015. In November 2015, the Home Office halted their plans to change the funding formula as a direct result of work by the PCC and his team which identified errors in the Home Office calculations. It is anticipated the Home Office will start work on a revised formula in the 2016-2017 financial year.

Financial roadmap. The PCC's financial roadmap to 2018/19 was published in early 2015 and [is available on the OPCC website](#).

The roadmap set out the savings identified, the remaining challenge and how the OPCC could take forward wider work to address the remaining gap. This additional work includes specific projects on commercialisation of the police estate and the development of a fundraising strategy.

Work in this area was overseen by the every penny counts strategic delivery board which was established in June 2014. The main focus of the board was to quantify and identify the required savings target to support the four years of the medium term financial plan. The Board's work was organised across six work packages. They were income generation, collaboration with Dorset Police and Dorset OPCC, review of the estate, improving efficiency, value for money in the PCC's Office, and improving council tax collection. Opportunities and plans in these areas were co-ordinated into a Financial Roadmap which was published in March 2015 and implemented during 2015-16.

Every penny counts delivery board: Following an end of year review, a decision was taken to disband the overarching delivery board for 2015-2016 in light of delivery of the Financial Roadmap. The roadmap had identified £10.6 m in savings through service reviews and £8.6m through the strategic alliance. The remaining £9.8m savings requirement was tasked to the workforce planning exercise. It was therefore considered that having identified savings of £29m the work of the board was complete and it was therefore disbanded.

Whilst the board was disbanded, work continued on the projects. An update on some of the key areas of work is set out below:

- ❖ Future funding arrangements remained a major threat and work continued to focus on this, including contributing to national inputs on the comprehensive spending review (CSR) 2015 and the OPCC response to the government's proposals for police funding;
- ❖ In July 2015 the Joint Management Board agreed to move forward with its plans to develop its own estate to maximise receipts for policing. This work was driven forward by the Head of Estate and overseen directly by the OPCC;

Strategic Alliance: During the year the PCC continued to explore the scope for savings through greater collaboration to help deliver real financial savings for all parties. A formal section 22a collaboration agreement was signed between the Police and Crime Commissioners and Chief Constables of Devon and Cornwall and Dorset signalling the formal launch of a strategic alliance. By the end of 2015-2016, 21 business cases had been approved. The first business area (Alliance Operations Command) went live in November 2015. A decision has also been taken to develop a joint internal audit team, adopt a single set of external auditors and to combine joint audit committees

Estate programme: In July 2015, a new Estates Strategy was published, see [link](#). This included an overview of the estates portfolio, the overall strategic objectives for 2015-2021 and rationalisation targets. The PCC also set out in this plan his intentions for future partnership work to explore projects with fire, ambulance, town and parish councils, ports and airports.

In November 2015 the Force property services department transferred to the OPCC. The department's role is to support the delivery of the estate strategy 2015-2021 and to support an extended commercial approach to disposal and subsequent development of property. The OPCC provided a lead in the areas of collaboration and new partnership approaches especially with local government, fire and health stakeholders.

The PCC approved the move of the OPCC office from Endeavour House to Force HQ at Middlemoor. It was arranged for the OPCC to move from existing leased premises into space that could be occupied for no ongoing cost – as required by the agreed estate rationalisation strategy. Work was required to make the space suitable for office working and a contract was signed with the successful contractor after a tender process and which was for less than the original budget.

- ❖ In August 2015 a formal fundraising strategy was signed off by the Joint Management Board which involved a phased approach over three years with an initial focus on improving the ability to generate income through grants and trusts. Over time we expect to develop our fundraising capabilities to include public giving and commercial sponsorship. Considerable work continued underway to develop the required mechanisms and structures to support this new activity;

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 key agencies work together in an efficient and effective way. The PCC's Plan focused on ensuring the needs of victims and witnesses were properly understood and that we provided high quality services to meet their needs. The 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 PCC and OPCC worked with organisations to deliver improvements by focusing on vulnerable groups that are less well served by previous systems.

The focus of the CJS Strategic Delivery Board was to support efforts to ensure that agencies within the criminal justice system worked effectively and efficiently together to achieve successful outcomes for victims and witnesses and society as a whole.

The Board did not develop its own action plan as the majority of the activities and levers sat elsewhere or were already being addressed through mechanisms such as the local criminal justice board (LCJB). As such, the Board's role was to provide a strategic overview and challenge function.

Developments in a number of key areas during the reporting period are set out below:

Transforming rehabilitation

As a result of the Offender Rehabilitation Act 2014, the newly established Community Rehabilitation Company (CRC) operated by Working Links became responsible for delivering a 'through the gate' service to all offenders sentenced to a short term custodial sentence (Exeter) and those serving longer sentences who return to a local resettlement prison (Channings Wood).

LCJB partners played an active role in preparations for these changes in particular working together to identify and quantify challenges and risks and to seek to ensure that the new systems addressed them. Following implementation at the end of the 2015-16 financial year, the OPCC will work closely with the CRC and other partners to ensure we get the best possible service.

Central virtual remand court

Work on delivering a virtual remand court for Devon and Cornwall commenced at the start of 2016 progressed well with LCJB partners throughout the year and is due to be implemented in late 2016. The PCC led this project which delivers a more effective way of presenting defendants for remand hearings without the need to physically transport them from police custody centres into a court building for a hearing. A go-live date of October 2016 was set for virtual courts in Devon and Cornwall.

Mental health

The street triage scheme funded jointly between the PCC and the Devon Clinical Commissioning Groups (CCGs) operated from the Force's two control rooms. Street triage was embedded into response policing within Devon; it enabled immediate access to medical records via street triage clinicians working within the control room setting. This meant that police officers responding to a report of a person in crisis received the best possible information to help the individual. Negotiations continued with NHS Kernow CCG, beyond April 2015-2016, about the possibility of the scheme being extended to cover Cornwall.

The PCC supported the continuation of liaison and diversion team of custody centre based mental health practitioners continued to operate well, offering immediate support to detainees who disclosed a mental illness or who displayed signs of mental illness whilst in custody. Care was taken to assess the needs of detainees throughout their detention and a release plan took mental ill health and any known suicidal tendencies into account with referrals being made where necessary.

The PCC continued to be a member of the NHS led crisis care concordat mental health groups which operate in both Devon and Cornwall. The PCC worked alongside the Force and other key partners to deliver change in the area of mental health crisis and emergency care. Throughout the year, several highly publicised cases of individuals (including young people) being held in a police cell due to the lack of a suitable bed anywhere in the country led to close scrutiny of the NHS escalation process. Lengthy delays in accessing timely and appropriate mental health support for individuals in crisis began to receive sharp focus from all agencies concerned and as a result the situation began to improve.

Detention in a police cell under Section 136 of the Mental Health Act 1983 during the reporting period fell significantly. As a result, Section 136 detentions have fallen significantly. In 2014-2015 there were 669 Section 136 detentions made in 2014–2015 dropping to 126 in 2015-2016.

Urgent activity to increase the number of beds in non-police places of safety across the Health estate was put underway and will be continued into the 2016–2017 financial year. Good progress was made on specific arrangements for young people under 18, with facilities provided in Plymouth (for Devon) and an assessment suite in Cornwall. Resorting to custody for young people has already become a rare event except, for example in cases of exceptional violence. This area of crisis care remains a priority for the PCC and the PCC's office.

Out of court disposals

Work throughout the year led to the establishment of a new out of court disposal scrutiny panel. The aim of the panel was to increase understanding, transparency and confidence in the use of out of court disposals such as cautions and penalty notices for disorder (PNDs) by independently reviewing a selection of anonymised cases resolved by the use of an out of court disposal within Devon and Cornwall. Feedback was then provided to the Force about whether the use of out of court disposals was consistent and appropriate to assist the Force's consideration on whether policy changes, further guidance or officer training was required to improve the use of out of court disposals generally and individual decision making.

The panel included external members, including the magistracy, and the scrutiny process focused on a sample of cases randomly selected as well as detailed dip-samples by the OPCC the results of which were reported to the Force.

Restorative justice

Progress on the establishment of a fully functioning Restorative Justice (RJ) process in Devon and Cornwall has been limited. While external systems and processes were not in place via external RJ co-ordinator, supported by Ministry of Justice funding the throughput of referrals from Devon and Cornwall Police has been irregular.

The delivery of RJ differs across Devon and Cornwall, with Cornwall and Torbay particularly seeing larger numbers of referrals and interest. A key factor in Cornwall has been a Truro Crown Court pilot. It is anticipated others areas will be looking to replicate the same model within the other court services.

As a result, a review of RJ processes will now be undertaken by the Devon and Cornwall Police and is due to report in the year 2016 –2017.

Sexual Assault Referral Centres (SARCs)

The OPCC continued to work in partnership with NHS England to jointly commission SARC services across Exeter, Plymouth and Truro. All three locations reported an increase in referrals when compared to the previous 12 months the majority of these being historic cases.

Work continued between the OPCC and Skoodhya, which manages the Cornwall SARC, on piloting the use of Enhanced Crisis Workers (ECWs) to undertake the role of Police Sexual Offence Liaison Officers (SOLOs) who will work with forensic medical examiners to conduct the forensic examination. This is the first initiative of its kind in the country, and services across the country are expected to watch with interest as the pilot continues to develop. Benefits identified included:

- Potential for enhanced victim disclosure;
- Potential for earlier forensic recovery as CWs local to SARC (within 20 minutes);
- Potential to provide a better overall experience for the victim with a more holistic acute service to the victim;
- Potential to release SOLOs to focus on investigation and interviews of suspects.

The pilot is due to be completed by March 2017. An evaluation will be conducted to assess levels of success.

Domestic abuse

The provision of advocacy services for victims of domestic abuse remained a priority area for the OPCC, with joint investment in services across Devon and Cornwall by the OPCC and local authorities. Other areas of joint investment included the delivery of Healthy Relationships programmes in schools using a wide range of media and creative influences to engage young people in violence prevention helping them to recognise domestic abuse and sexual violence and stop themselves becoming victims of such crimes.

The OPCC also contributed funding to support CSPs undertaking domestic homicide reviews. These reviews occur in circumstances in which the death of a person aged 16 or over has, or appears to have, resulted from violence, abuse or neglect by:

(a) a person to whom he was related or with whom he was or had been in an intimate personal relationship, or

(b) a member of the same household as himself, held with a view to identifying the lessons to be learnt from the death.

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

The rights and entitlements of victims were at the heart of the PCC's Plan. In April 2015 the PCC took on direct responsibility for victims services through the establishment of a brand new Victims Care Unit (VCU) covering Devon and Cornwall. This was a landmark moment in victim services and represented a truly collaborative endeavour between the OPCC, the police, partner agencies, community groups and the third sector.

The victim care arrangements went live on 1 April 2015. This was an innovative new approach that was designed to provide choice and tailored support for victims of crime; in recognition of the different support that victims can require. The VCU was established within the force to make contact with all victims of crime and to refer across a network of victim care providers. The victim care network (VCN) recruited nearly 70 providers to offer support to help people cope and recover from the impact of crime.

The VCU is based at Hawkins House in Exeter. It has one manager, 10 victim care officers (VCU officers) and four specialist victim care advocates (VCA) that provide outreach intensive support for the most complex cases.

The VCU includes a seconded mental health senior practitioner from Devon Partnership Trust. They have access to mental health records across the peninsula and can support those with existing mental health issues or undertake assessments for those with emerging mental health issues related to the impact of crime.

VCU staff are trained in guidance skills and review all the victim needs assessment's (VNAS) completed by the attending police officer or staff in the contact management and control unit (CMCU). Contact is made with victims of crime. There is the option to refer victims securely to the appropriate provider within the network. This is only completed with the victims consent.

The VCN brings together a range of local organisations that can cover a range of specialist crime areas and protected characteristics. Their profile in the community means that victims can have other needs met that impact on their ability to cope and recover. In 2015 [a new website was designed and launched for use by all victims](#) and those supporting them.

Victims can search the site by need, crime type, group type or geography. Some victims prefer not to engage with the criminal justice system. They can access support from any of the network providers that as gateways for non reported crime. In addition, the former PCC Tony Hogg contracted Victim Support to provide an independent help line to help victims of non-reported crime. Victim Support also refers victims to other specialist network members for assistance.

The visit from the Victims' Commissioner

In September 2015, Baroness Newlove, the Victims' Commissioner visited the VCU and met many of the organisations offering support. She was impressed by the approach and stated:

"As victims' commissioner I travel around the country supporting the police and crime commissioners and seeing what services they are setting up for victims," she said.

"This is my first visit here, they speak about victims' services in a way that's quite warm and the focus is on the victim and their needs, not what the criminal justice system says they have to have.

The baroness said that a major benefit of the unit was the way it pulled together local services and that when a victim is referred to an agency, checks are made to ensure that contact was made and help has been given.

"To have this crutch it helps victims to go through a system which is very clinical and very brutal at times but if we can help victims to get out of bed and feel healthier the next day it shows that the work of this unit is very important," she said.

"It's early days and police and crime commissioners have a huge remit, it's not an easy job to do, and I am very positive to hear that (in Devon and Cornwall) victims are getting the services that they deserve,".

The revised victims' code of practice (2015)

The victims' code of practice makes clear its requirements from criminal justice agencies in relation to victims. In November 2015, it was revised to clarify:

- that entitlements now apply to all victims of a criminal offence not just those recorded under the national crime recording standards (NCRS);
- the number of organisations required to comply with the code was extended
- the written information which should be sent to victims.

All required changes were accommodated within Devon and Cornwall Police and the VCU.

Additionally a victim outcome survey was reviewed in order to make access easier and the wording clearer; with the aim of increasing the number completed. The OPCC added the survey to Snap Link which provides direct and easy access for victims to feedback their comments and surveys securely via the facility.

Operational police officers and staff were all made fully aware of the new victims arrangements and of their responsibilities under the victims' code and the EU Directive to complete victim needs assessments (VNA's) for all victims of crime.

In addition, a new *Information for victims of crime* leaflet was developed and made available in standard English, Polish and as an easy-read version. The victims' code of practice expanded the requirements for support to volume crime and business crime.

Business victims can access help via the Victim Care Network and be referred to a dedicated support arrangement provided through the Devon and Cornwall Business Council that can offer a range of services through its membership including help with cyber security.

Fraud victims

To address an identified gap in support services due to the process of reporting to Action Fraud, the OPCC recruited a number of specialist fraud volunteers that work alongside the specialist fraud victim care advocate in the VCU. The recruitment process resulted in 22 volunteers being selected for further training in January to March 2016. This included volunteers with a specialism in supporting victims of fraud and cyber crime.

Volunteers across Devon and Cornwall continued to support those affected by fraud and have recently extended their remit to undertake visits to victims of all crime.

Networking days

The OPCC held three networking days in 2015-2016. These days were well attended and provided an opportunity to share information between agencies, and develop multi-agency approaches to victim care

[A new website was designed and launched for use by all victims](#) which allows Victims to search the site by need, crime type or geography. The PCC also contracted with Victim Support to provide an independent help line to help victims of crime who do not want to engage with the criminal justice system. In appropriate cases, Victim Support also refers victims to network member(s) for assistance.

Operational police officers and staff were all made fully aware of the new arrangements and of their responsibilities under the Victims' Code and the EU Directive to complete victim needs assessments (VNA's) for all victims of crime.

Arrangements were put in place for victims to access restorative justice services across Devon and Cornwall. The services are co-ordinated through four area forums (Cornwall, Devon, Plymouth and Torbay) although as identified in the report on Priority 4, a review will be carried out in the coming financial year to address any potential blockages in the system.

A recruitment process was held in the autumn of 2015 to find volunteers to work with the VCU and to provide specialist support. 22 volunteers were selected and commenced training in January 2016. This included volunteers with a specialism in supporting victims of fraud and cyber crime.

Progress of volunteers

Volunteers across Devon and Cornwall continued to support those affected by fraud, and have recently extended their remit to undertake visits to victims of all crime. As outlined above Santander bank have agreed to support their staff wishing to undertake volunteering opportunities to support those affected by fraud and these are currently being progressed.

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

The Plan placed a focus on encouraging the residents of Devon and Cornwall to support community safety by becoming actively engaged with policing. The PCC considered that closer engagement between the public and police would help foster greater understanding and boost confidence in the police.

Progress against this priority in 2014-15 was not as quick as expected but significant progress was made in 2015-16 with the agreement of a new Citizens in Policing (CiP) strategy for from the Chief Constable. The new CiP strategy for 2016-19 focused upon a twin-track approach to both the internal management of volunteers, and the external working with volunteers – *connecting communities to policing, and policing to communities*.

The intention of the strategy is to deliver an innovative, transformational approach to volunteering across the Force, including developing new ways for volunteers can benefit from, and contribute to, the aims of policing. There will be an open door policy in that volunteering will need to be actively considered and encouraged in every part of the organisation unless there is a clear rationale against.

The strategy seeks to build on the great success volunteers have already achieved, and aims to make volunteering for the Force a most rewarding, challenging and positive experience, and working as part of team committed to making a difference. The success of this approach will be judged by the value-added to policing through greater citizen involvement as much as by an increase in the numbers of volunteers directly controlled by the Force.

In particular, the strategy has identified five key areas where primary effort would be focused;

- Community resilience
- Community engagement
- Victim care and supporting the vulnerable
- Crime Prevention and Investigation
- Public safety

The strategy identified six key strategic aims, namely;

Citizens within policing

- All force volunteers are embedded as an integral part of the team
- Feel valued and that their contribution to serving local communities is recognised
- Are representative of the communities we serve, and bring new depth and opportunities to delivering improved service

Voluntary activity that supports policing

- Add value policing services in line with the Force Mission and priorities
- Support engagement with communities through active citizenship and involvement, increasing social responsibility and inspiring others
- Increase the capacity, capability, consistency and connectivity of volunteers working with the Force

The strategy outlined five key outcomes:

- A progressive culture that encourages innovation and improvement;
- Volunteers are effectively recruited, led, and supported;
- Skills and knowledge are recognised, utilized and enhanced;
- Duty planning, tasking and deployment is effective;
- Increased connection with the voluntary sector partners is achieved that increases support to policing, and reduces demand.

Implementation

A significant investment of £450k for 2016-17, was set aside to support the first year of the citizens in policing plan. This will see a significant redesign of the internal infrastructure, policies and processes to support volunteers in Devon and Cornwall, including the recruitment of further specialist posts. This will provide a sound foundation for the future development of the citizens in policing programme in the forthcoming years. Additional investment for 2017-18 and 2018-19 was identified to support delivery.

B. Cross-cutting commitments

In addition to the six priorities above, the Plan set out the PCC's commitment to the following five themes; common to all areas of OPCC work. Commentary is provided to illustrate the work undertaken to take forward these areas.

1. 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.

During the period 2015-2016 the OPCC engaged both directly with the public and by increasing its social media presence.

Digital engagement

In the 2015 the OPCC tested the effectiveness of investing budget into social media.

As well as increasing followers on Facebook (likes) by over 100% and Twitter by around 50%, the Fair Funding petition proved that the use of paid-for promotion via social media, to support a call to action, is cost effective.

The engagement team created new platforms by which to engage communities and, having recruited a social media and events officer, ensured that digital expertise could be delivered in-house.

An increased online presence, using sensible budget investment, helped the PCC to build engaged communities across Devon and Cornwall including residents, partners and businesses.

It ensured:

- People were kept up to date with news, events and achievements of the PCC;
- Encouraged and inspired conversations about policing and safety issues across the counties;
- Encouraged attendance at meetings and involvement with PCC projects;
- Improved the public impact on PCC actions.

Face to face engagement

The OPCC built on previous learning about effective public engagement in order to bring added value to future public engagement plans.

Previously, attendance at major community engagement events, had been looked upon as a chance to 'consult' with the public – rather than networking and raising awareness of the PCC's work.

During the period 2015 – 2016 the engagement team further developed an effective mixture of external engagement which made best use of time and resource – and was supported by its investment in digital media.

2. 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 PCC and his office.

The PCC continued to hold regular PAB meetings to hold the chief constable to account for the performance of the Force. The public meetings were held at venues throughout Devon and Cornwall; [they were also filmed and available to view on the OPCC website.](#)

3. 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.

Key decisions were taken by the PCC following thorough consideration of a range of options and with advice from the chief constable, his police officers and OPCC and police staff where appropriate. Members of the OPCC maintained contact with a wide range of community groups, partners and stakeholders in order to reflect views across different communities.

Proposals from the Force were provided to the PCC by way of a full business case and in consultation with the Chief Executive, Treasurer and Chief Constable as appropriate. Key decisions are recorded and published on the OPCC website.

4. Keeping the Plan under regular review. Remaining alert to emerging threats and issues and being responsive – adapting our approach and priorities as needed.

The Plan was refreshed in March 2015, the PCC had concluded in light of the PSA that his original six priorities remained appropriate and reflected the required policing priorities for the area, subject to a number of small adjustments. These adjustments did not materially alter the direction but sharpened some areas for clarity and emphasised the importance of additional action in the areas of child sexual exploitation and cyber crime.

The PCC came to the view that with election of a new PCC pending in May 2016 that it was not necessary to refresh the plan again in 2015-2016.

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

As part of his duty to hold the Chief Constable to account the PCC and the OPCC undertook a series of scrutiny events including regularly dip-sampling complaints against the police, working in conjunction with the Force's professional standards department. The PCC also supported the instigation of the Force Ethics Committee which was created to support and advise the officers and staff on ethical matters affecting policing. The PCC's special adviser Lady Jan Stanhope and a deputy from the OPCC attended the initial training provided by Bath Spa University and represented the PCC at Ethics Committee meetings.

C. PCC's commentary on HMIC reports issued in 2015-2016

Her Majesty's Inspectorate of Constabulary (HMIC) is the independent body which assesses police forces and policing. Each year it undertakes a series of themed inspections although not every force is the subject of every inspection. The information below highlights inspections made during 2015-2016 with reference where applicable to the implications for the Force

March 2015. Stop and search powers 2: are the police using them effectively and fairly?

- ❖ The report reviewed progress made against the recommendations of an earlier report published in 2013 and also considers police use of powers under the Road Traffic Act and Police Reform Act.
- ❖ The Force was not among those forces inspected during the review although they did complete a self-assessment exercise that informed the results.
- ❖ The report made a number of specific recommendations to chief constables largely focusing on ensuring that data capture mechanisms were sufficiently robust to support effective performance management.

September 2015. National child protection inspection (Devon and Cornwall report)

This inspection examined child protection in Devon and Cornwall in May 2015 as part of a rolling programme of inspections of all forces. [The full report is available on the HMIC website.](#)

November 2015 – Witness for the prosecution: Identifying victim and witness vulnerability in criminal case files

This inspection sets out the findings of a national review of the quality of criminal case files. It examined how effective the police were in providing accurate information of the circumstances of the case, identifying the vulnerability of victims and witnesses, and assessing and managing risks so the needs of witnesses and victims were met. [The full report is available on the HMIC website.](#)

October 2015 – PEEL: Police efficiency 2015

As part of a new annual inspection of police forces in England and Wales, HMIC published a thematic and individual force reports on the findings of inspections of policing efficiency. The reports were concerned with the question: How efficient are the police at keeping people safe and reducing crime? This inspection looked at how well forces understood the demand for their service and how well they match their resources to that demand and provided an assessment of their efficiency. The national overview report is accompanied by separate reports on each force, based on inspections carried out from March to June 2015, and data provided by forces on their spending plans for future years. The overall judgement provided for Devon and Cornwall was 'good'. [See report.](#)

December 2015 – Increasingly everyone's business: A progress report on the police response to domestic abuse

In March 2014, HMIC published *Everyone's business: Improving the police response to domestic abuse*. This report found significant weaknesses nationally in the service provided to victims of domestic abuse, and made a series of recommendations aimed at helping forces to improve.

Between June and August 2015, as part of its police effectiveness, efficiency and legitimacy (PEEL) programme, HMIC visited every police force in England and Wales to assess the progress they had made in responding to and protecting victims of domestic abuse since *Everyone's business* came out.

The findings from the 2015 inspection are published in the national thematic report, *Increasingly everyone's business*. This shows that the police service has acted on the messages of *Everyone's business* and now sees tackling domestic abuse as an important priority. This is resulting in better support for and protection of victims. However, HMIC found there are still a number of areas for improvement in the way the police respond to, support and protect domestic abuse victims. [See report.](#)

Police effectiveness, efficiency and legitimacy (PEEL) (March 2016)

Devon and Cornwall Police is subject to inspections from HM Inspectorate of Constabulary. In 2015 the HMIC launched a new inspection framework – PEEL (police effectiveness, efficiency and legitimacy).

PEEL is an annual assessment of police forces in England and Wales, where police forces are judged as outstanding, good, requires improvement or inadequate based on inspection findings, analysis and HM's Inspectors professional judgement across the year.

The three pillars of PEEL each comprise three or four questions that focus on key areas of work within the police. At the end of the PEEL year (in February), the judgments made throughout the year are brought together with other information to produce a rounded annual assessment of each force. [The Force received a good rating for each of the three pillars for 2015.](#)

Effectiveness (overall GOOD): [Read the report](#)

- How effective is the force at preventing crime and anti-social behaviour, and keeping people safe? GOOD
- How effective is the force at investigating crime and managing offenders? GOOD
- How effective is the force at protecting from harm those who are vulnerable, and supporting victims? REQUIRES IMPROVEMENT
- How effective is the force at tackling serious and organised crime, including its arrangements for fulfilling its national policing responsibilities? GOOD

Legitimacy (overall: GOOD): [Read the report](#)

- To what extent does practice and behaviour reinforce the wellbeing of staff and an ethical culture? GOOD
- How well does the force understand, engage with and treat fairly the people it serves to maintain and improve its legitimacy? GOOD
- To what extent are decisions taken on the use of stop and search and Taser fair and appropriate? GOOD

Efficiency (overall: GOOD): [Read the report](#)

- How well does the Force use its resources to meet its demand: GOOD
- How sustainable and affordable is the operating model: REQUIRES IMPROVEMENT
- How sustainable is the Forces financial position for the short and long term: GOOD

Missing children: who cares? - The police response to missing and absent children (March 2016)

As part of HMIC's [annual assessment of police effectiveness, efficiency and legitimacy in 2015](#), they assessed all forces' preparedness to tackle child sexual exploitation, because children who go missing are at greater risk of becoming a victim of this kind of offending. [This report sets out the results of this inspection, with additional evidence from other child protection inspections HMIC carried out from 2014 to 2016.](#)

The following inspections were also carried out by HMIC in the reporting period:

[September 2015. National report into firearms licensing](#)

[July 2015. Border Force – joint inspection of police custody \(national report\)](#)

[July 2015. Online and on the edge – inspection on tackling online CSE \(national report\)](#)

D. Public consultation and engagement.

Public engagement

In 2015 the engagement team found new ways to speak to the people of Devon and Cornwall, by both face to face and online methods and this multi-layered approach to engagement was thoroughly tested as part of the petition for Fair Funding held in the late summer.

For six weeks the OPCC organised a series of face to face events to collect signatures as well as sending out a significant number of petitions via mail to partners and stakeholders.

This was the largest ever single-subject public consultation into a policing matter ever held in Devon and Cornwall and the largest held by a Police and Crime Commissioner anywhere in the country.

The campaign saw the team meet many thousands of people but because of a focused and improved use of social media, supported by focused exposure through mainstream media, the office engaged with hundreds of thousands of people.

Not only did this result in almost 9,000 signatures, it also provided large amounts of data about which are the most cost effective ways to engage with communities and this data is used to inform the OPCCs future public engagement strategy.

Digital engagement – how the OPCC has developed its approach

As well as increasing followers on Facebook (likes) by over 100% and Twitter by around 50%, the Fair Funding petition proved without doubt that use of paid-for promotion via social media, to support a call to action, was cost effective. The test for paid promotion is simple - is this message issued in the public's interest or is it simply promotion for the office.

Newsletter

The PCC's digital newsletter increased in frequency during 2015, from quarterly to monthly. It now has a distribution list in excess of 3,000.

Face to face engagement

The OPCC has learned much about effective public engagement over the past four years.

Previously, attendance at major community engagement events, has been looked upon as a chance to 'consult' with the public – rather than networking and raising awareness of the PCC's work.

This has resulted in questions been asked and information gathered, though it is questionable whether adequate use has been made of that data given the investment in time and effort.

However, during 2015 the engagement team has developed an effective mixture of external engagement which makes best use of time and resource and focuses largely on raising awareness and profile – other than where a more formal consultation is happening.

Number of events attended

2012 (last year of Police Authority)	34
2013	65
2014	56
2015	58

It is very difficult to identify the total number of people engaged with at events. Some public meetings which deal with scrutiny and performance have relatively few attendees, but other events, such as joint meetings with partners in Torbay and St Dennis are very well attended.

Attendance at events such as Pride, Respect and Blue Light Days is always popular.

Below is a description of each type of external engagement held in 2015-2016.

Meet your PCC

The PCC, supported by a member of the engagement team – will spend two hours meeting members of the public. These events will be held in venues of high footfall – shopping centres/supermarkets.

Community meeting

The PCC will join senior officers (either COG or geographic depending on need and, or, sensitivity), and partners to discuss key issues in particular areas. Venues will be chosen where key issues have been identified.

Community days

The PCC will visit businesses, groups and organisations in a locality to talk about their work. These visits will usually have a victim focus.

OPCC talks

The PCC is invited to deliver talks to many groups (Rotary/WI/Round Table etc). A decision about attendance will be made on an invitation by invitation basis.

E. Additional responsibilities held by the police and crime commissioner during 2015 - 2016

In 2015-2016 the PCC held the following appointments

Member of the Association of Police and Crime Commissioners' standing group on resources efficiency and strategic finance

This group leads for the APCC on finance and efficiency matters.

Member of the Association of Police and Crime Commissioners' standing group on working in partnership to reduce harm

This group leads on key issues such as mental health, alcohol and road safety.

Member of the Association of Police and Crime Commissioners' standing group on criminal justice

This group leads on all criminal justice issues and in pursuance of this role the PCC sits on the Criminal Justice Council for England and Wales on behalf of all PCCs. The Council brings together key stakeholders from the Criminal justice system including the judiciary and defence.

Chair of PCC working group on alcohol harm reduction

This group is leading a range of activities on behalf of the APCC regarding alcohol matters.

Executive Board member of the National Rural Crime Network

The National Rural Crime Network is working to see greater recognition and understanding of the problems and impact of crime in rural areas so more can be done to keep people safer. The NCRN comprises police and crime commissioners, police and community safety representatives working collectively to improve the response to rural crime matters across England and Wales.

Member of the Home Office Alcohol and Enforcement Forum

This group is the main engagement forum for Home Office and Department of Health with enforcement and health practitioners.

Member of Public Health England (PHE) National Alcohol Leadership Board

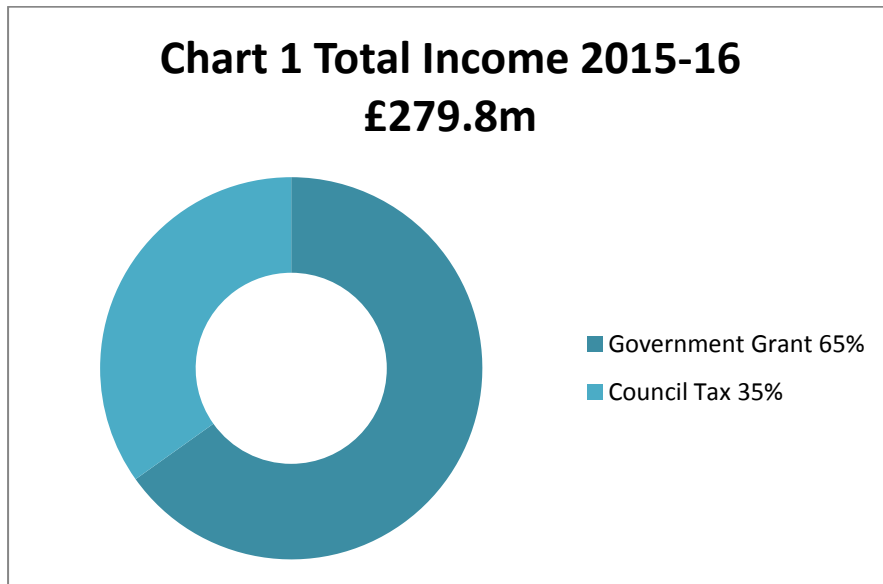
The Board is responsible for driving forward PHE's strategic work on tackling alcohol harm.

F. Finance and Resources

Introduction

This section of the annual report provides the draft income and expenditure for the year and the draft balance sheet for the financial year ended 31 March 2016. It also provides a general guide to the financial situation of the PCC as at 31 March 2016, full details are provided in the draft Statement of Accounts 2015-16.

Where the money came from



Central Government formula grant was £9m or 5.1% lower than in 2014-15. In addition to the police formula grant, the government made available a grant equal to a 1% increase in council tax, to

allow Police and Crime Commissioner's to freeze their council tax. The Commissioner in consultation with the Police and Crime Panel decided to increase the council tax by 1.99% rather than take the grant. This decision not only increased the income available in 2015-16; it protected the funding base for future years. Specifically it means that budgeted officer numbers are higher than they would have been if the grant had been accepted.

Where the money was spent

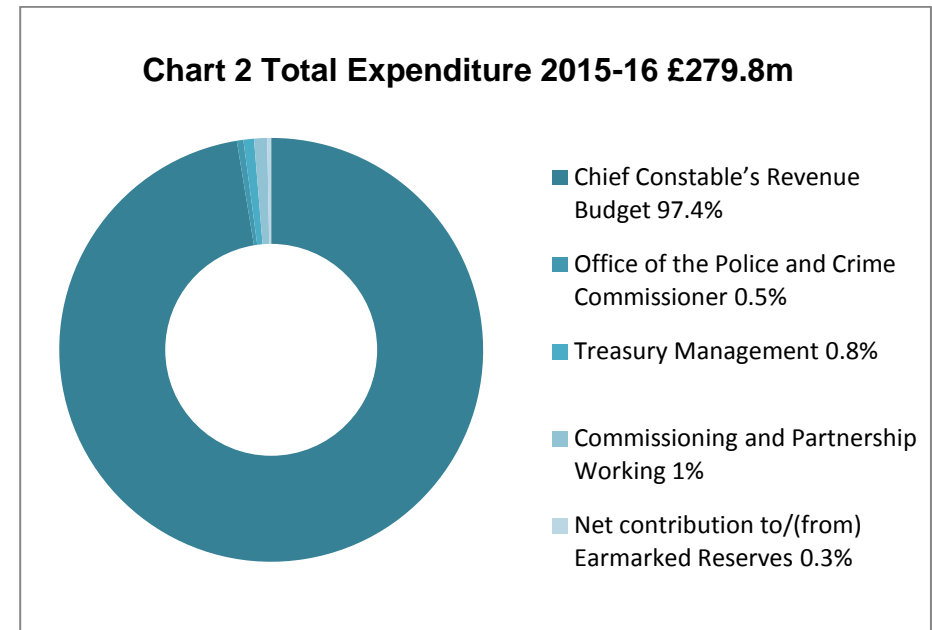
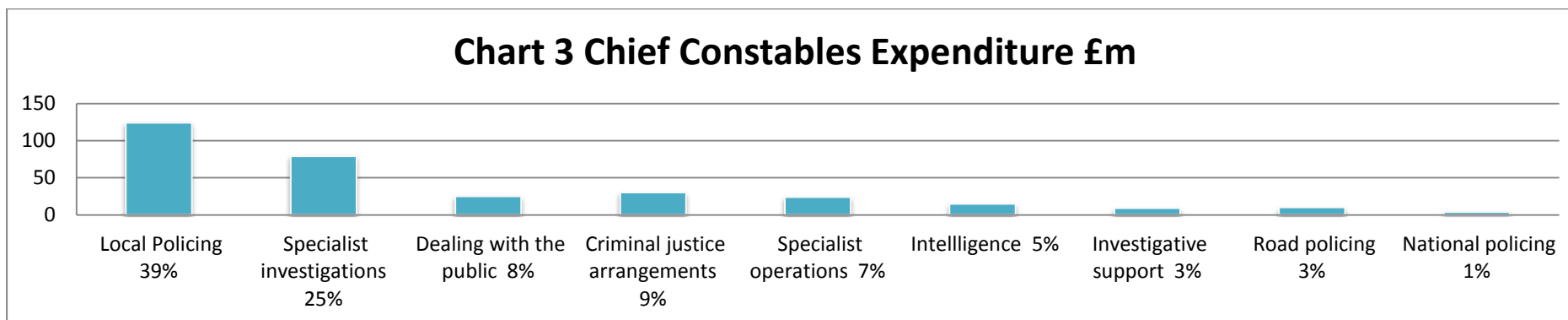


Chart 2 above, shows that 97.4% of the expenditure of the PCC goes towards operational policing, this part of the budget is managed by the Chief Constable and Chart 3 shows how the Chief Constable spends this money across policing activities.



Actual Expenditure Compared Budget for the Year

In order to set the council tax and provide a basis for planning expenditure, the Police and Crime Commissioner sets a budget in April of each financial year. This budget is regularly monitored to ensure that spending is on target. At the end of the year, any under-spending is placed in reserves to support one off expenditure in future years or to provide against future financial risks.

Table 1

	Budgeted Expenditure and Income	Actual Expenditure and Income	Variation
	£000	£000	£000
Chief Constable's Revenue Budget	273,581	272,595	(986)
Office of the Police and Crime Commissioner	1,568	1,427	(141)
Treasury Management	2,583	2,355	(228)
Commissioning and Partnership Working	2,915	2,900	(15)
Net Contribution to/from Earmarked Reserves	(865)	505	1,370
Net Spending	279,782	279,782	0
Government Formula Grant	182,261	182,261	0
Council Tax	97,521	97,521	0
	279,782	279,782	0

Table 1 above shows that all the main budget lines other than net contributions to/from reserves under-spent in 2015-16, however, the overall level of under-spending (£1.370m) was low in relation to the overall budget (less than 0.5%).

The most significant features of the revenue outturn position are;

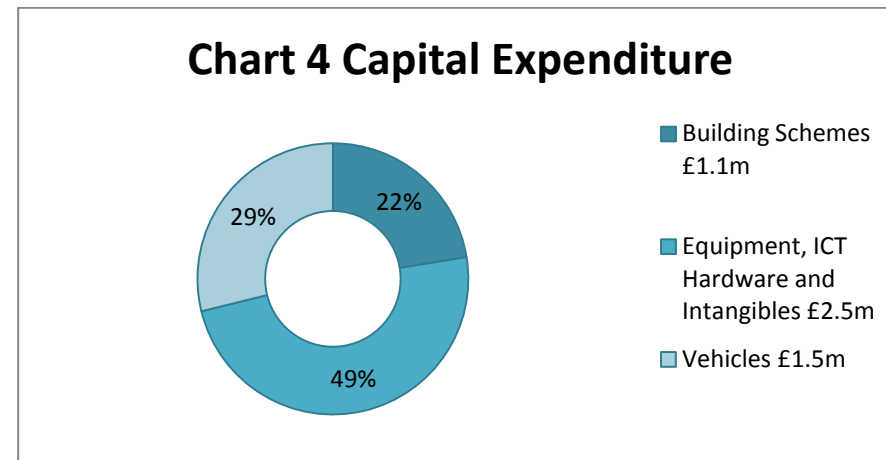
- that under-spending on the budgets for police officer costs and treasury management were matched by over spending on other budget lines;
- a number of budgets under-spent due to timing delays and carry-forward requests of £0.930m were approved so that projects could be completed.

The most important factor in terms of implications for 2016-17 and future years is the under-spending on police officer costs. There is a need for careful management of staffing and recruitment to ensure that the optimum police officer and police staff numbers are achieved within the budget available.

Because all of the 2015-16 under-spending has been matched by additional contributions to reserves, there is no movement on the Police and Crime Commissioner’s General Fund.

Capital Expenditure 2015-16

Investment expenditure which includes work to existing and new buildings was £5m which is analysed in Chart 4.



Staffing Resources

Staff costs make up almost 80% of the budget, staff numbers at the beginning and end of the period were:

Table 2 Staff Numbers

	As at 31 March 2015	As at 31 March 2016
Police Officers	3,045	2,959
Police Community Support Officers (PCSOs)	351	347
Police Staff - Chief Constable	1,624	1,636
Police Staff – Office of the PCC	29	27

Main Asset and Liabilities

Assets - The PCC owns approximately 118 buildings and associated land across Devon, Cornwall and the Isles of Scilly with a net book value of £141m. A rationalisation programme is underway aimed at reducing the cost of the estate whilst maintaining a presence across the peninsula. The remaining fixed assets include surplus land, vehicles, plant, ICT hardware and software and Equipment with a total net book value of £22m. In addition the PCC has cash and investments of £59m.

Pensions Liabilities – The PCC's has a long term obligation to pay pensions to current and former staff according to the pension scheme regulations applying to those staff. The value of this obligation is calculated by independent actuaries and can vary significantly year on year due to changes in the assumptions of the actuaries about long term interest rates, inflation and other factors. Changes to the pension schemes and variations in actuarial assumptions are largely outside of the control of the PCC who is not able to control the changes in these liabilities. The summary balance sheet below focuses on the balances within the control of the PCC. More information on pension liabilities is provided in the PCC's Statement of Accounts on page 71.

Other Liabilities – The PCC is able to borrow funds to finance capital spending and at 31 March 2016 this totalled £35m including an estimate for interest payable.

Summary Balance Sheet

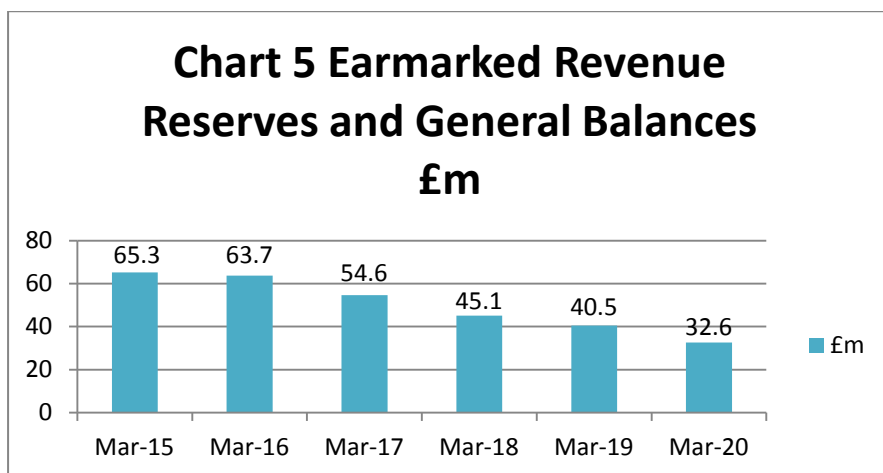
A summary balance sheet, which excludes the pensions liabilities described above and unusable reserves which are held for accounting purposes only, is provided in table 3.

Table 3 Summary Balance Sheet at 31 March 2016

	£m	£m
Long Term Assets		
Property Plant and Equipment	163	
Other long term assets	2	
		165
Current Assets		
Short Term Investments and Cash and Cash equivalents	59	
Other current assets	27	
		86
Current Liabilities		
Short term borrowing	(1)	
Other current liabilities	(26)	
		(27)
Long Term Liabilities		
Long term borrowing	(35)	
Other long term liabilities	(2)	
		(37)
Net assets excluding pensions liabilities		187
Revenue Reserves		
General Reserves	6	
Earmarked Reserves	58	
Total Revenue Reserves		64
Usable Capital Reserves		5
		39

Reserves and Balances

Reserves and balances (including earmarked capital reserves) have decreased by £1.5m in 2015-16 from £70.0m to £68.5m. Chart 5 shows revenue reserves; the reserves are planned to reduce over the next four years as they are used to support the revenue budget and also to finance capital expenditure.



Managing Financial Risks and Opportunities

Based on the current information available, the Police and Crime Commissioner needs to make savings of £12.8m by 2020-21. The main challenge for the Police and Crime Commissioner is to reduce spending whilst at the same time ensuring that investment in staffing and other assets is sufficient to maintain the Force's capacity and capability to deal with the anticipated demand for services. The Police and Crime Commissioner and the Chief

Constable have a number of programmes in place that aim to improve the efficiency of the Force and hence meet this challenge they include:

- The Strategic Alliance with Dorset – the aim of the Alliance is to improve the efficiency of both Forces by working together. Integrating ICT systems is a significant and high risk element of this project.
- Regional collaboration – the Force has been collaborating with other South West Forces for a number of years with the aim of improving operational efficiency.
- Review of the workforce plan – the Chief Constable is working on a workforce plan that aims to ensure that the Force has the correct workforce mix to meet current demands.