



## **Police and Crime Panel**

**1 December 2017**

### **Report of the Police and Crime Commissioner**

#### **POLICE AND CRIME COMMISSIONER'S UPDATE REPORT**

This report draws the Police and Crime Panel's attention to a number of matters - any of which the Commissioner would be happy to expand upon further.

A number of the most significant developments are the subject of individual reports to the Panel at this meeting.

- **Policy developments**

##### *Complaints pilot*

The Policing and Crime Act 2017 introduces significant reforms to the police complaints process. These include:

- An extended definition of a complaint to include all expressions of dissatisfaction and requiring all to be recorded.
- Broadening the expected outcome to provide for resolution that is proportionate and appropriate
- A mandated role for PCCs in determining appeals about complaint outcomes
- An opportunity for PCCs to adopt a more proactive role in the police complaints process either through first contact triage or by acting as the sole point of contact throughout the complaint process.

It is expected that the legislation will come into effect in mid 2018 and preparations are underway for the introduction of new systems. The Commissioner and her counterpart in Dorset, Martyn Underhill have agreed with both Chief Constables to develop a joint approach in recognition of our strategic alliance. A PCC led process is under development and the two OPCCs are working together to build a pilot Customer Service Team that will explore how this function can be developed and to maximise the potential to improve the way that complaints are resolved. The pilot will commence in March 2018.

### Extending our Strategic Alliance: exploring a potential merger with Dorset

On 6 September 2017, the Chief Constables of Devon and Cornwall and Dorset Police announced plans to explore further collaboration and closer working between the two forces. These plans are supported by the two Police and Crime Commissioners. There is an established Strategic Alliance programme between the forces which has seen significant efficiencies and better working in the last four years. Whilst this announcement does not preclude any outcome, one avenue now being explored further is the possibility of a full merger between the two forces.

The PCCs and Chief Constables recognise that the Strategic Alliance has increased resilience, streamlined leadership and provided new opportunities all allowing re-investment in services. The collective view is that it is right to explore whether a full merger between the two forces will bring additional benefits above and beyond those that can be achieved through collaboration.

Governance arrangements and resourcing are currently being assembled to support this work and work packages are being defined. We will be drawing on existing Strategic Alliance governance processes where possible and the lead for the Strategic Alliance ACC Sharon Taylor will also be the programme Director for this new exploratory work. A new Convergence Board chaired by the PCC for Devon and Cornwall has been established and a Steering Board chaired by Chief Constable Shaun Sawyer will drive forward this exploratory work with a view to developing a clear business case for consideration.

PCCs and Chief Constables are still at the very early stages of consideration, and will need to work through the detail, and consult with stakeholders and most importantly with the public. The current expectation on timescales is that should a full merger be the preferred option this process should be completed ahead of the May 2020 PCC elections. The exploratory team are working on the basis of completing the development of a business case by November 2018.

### PCC's Councillor Advocate Scheme

The Panel was provided with a progress report on Connectivity at its last meeting. This included an update from the Commissioner on establishing the Councillor Advocate Scheme which will be an important element of the wider connectivity strategy.

The Councillor Advocate Scheme is part of our efforts to better connect communities with the police. Local Councillors have an in-depth knowledge and understanding of their communities and we want to work with them to help build a stronger connection with policing. Councillors are recognised, influential, prominent local leaders, who have profound connections with the communities they represent. Because of this, they are in a unique position of being able to help develop and strengthen the connection between their communities, the police and the commissioner.

Councils has already been invited to put forward an individual as their Councillor Advocate. Every quarter the Councillor Advocates for each policing area will meet with their local police and with the Commissioner's Link Officer for the area. This discussion will enable each Councillor Advocate to raise issues on behalf of their own local area and allow the police the opportunity to update all Councillor Advocates on relevant information and/or request support with a specific issue. The Councillor Advocates will receive information and supporting materials to cascade to all councillors in their area.

Councillor Advocates will also be provided with bespoke and consistently communicated information throughout the year to support them in their role, along with a Councillors Crime Prevention Pack and specific training.

The scheme aims to ensure that:

- councillors are informed about crime and policing in their local area
- councillors feel equipped to inform the public about crime and policing, educate their communities and support/encourage greater reporting of issues to the police and other appropriate partner organisations
- consistent, accurate and honest information relating to crime and community safety is cascaded to the public
- a formal route exists to enable councillors to bring information from their local area to the police
- the time of police officers is used to its optimum by enabling the cascade of information to be efficient and without duplication
- the Police and Crime Commissioner is kept informed of community views across Devon, Cornwall and the Isles of Scilly, so that she can effectively hold the Chief Constable to account for policing

The scheme is currently being developed and a number of councils have already contacted the OPCC with the details of the councillor that they wish to take the role of advocate. The OPCC is in contact with those councillors and has provided them with more detailed information about the scheme and their role and what they can expect from the police and the commissioner within the process. Their views are also being sought as we finalise arrangements for the scheme and the content of the information that is being designed specifically for their use.

Each year advocates will be invited to attend a seminar (one in Devon and one in Cornwall) and it will be the views of the advocates themselves that will dictate the agendas for those events. The scheme will formally launch in January 2018, to enable a period of genuine consultation with councillors between now and then.

### Transforming Justice Project

The Commissioner is taking forward an ambitious project to explore how services can be enhanced and improved locally – to tackle reoffending and improve outcomes for our communities. This work is part of our Home Office funded Police Transformation project

on Offender Pathways. The Commissioner was awarded Police Transformation funding in 2016 to implement a two-phase project; phase 1) is the Pathfinder Deferred Charge scheme already operating across Devon and Cornwall. Phase 2) is the Transforming Justice project.

Our Transforming Justice project will set out an options appraisal to bring closer alignment of offender services with consideration of criminal justice devolution models across Devon, Cornwall and Dorset. The options paper and business case will be submitted to the Home Office for consideration in April 2018.

This project is similar in concept to the devolution programme in Greater Manchester and London. In partnership with the Local Authorities across the three counties, the criminal justice agencies are keen to explore areas of shared interest in an effort to protect the public and reduce reoffending whilst reducing the demand on already stretched services.

It provides a unique opportunity to join up services, which are operating in silos whilst managing the same cohort of people who have complex needs and pose the greatest challenge to our operational staff. Through collaboration across criminal justice, social care and health, the project will make proposals to redirect or pool budgets and co-design a service which will benefit the communities and agencies working locally.

As part of this work the OPCC has been carrying out extensive discussions and consultations with partners across Devon and Cornwall, including local authorities, Community Safety Partnerships, Clinical Commissioning Groups, NHS England, HMP Exeter, Dartmoor and Channings Wood, NPS, CRC, HMCTS and CPS as well as police operational teams.

The Commissioner has submitted a response to the current Justice Select Committee inquiry into Transforming Rehabilitation setting out some of the key challenges that are currently being experienced locally with the CRC arrangements as well as external challenges such as accommodation and mental health services.

### Operation Encompass roll-out

The Commissioner is delighted to be supporting the roll-out of Operation Encompass in Devon and Cornwall (<http://www.operationencompass.org/>). Operation Encompass is a simple yet highly effective scheme which was initially devised in Plymouth by David and Elisabeth Carney-Howarth but is now in operation in a number of counties across England and Wales. Under the scheme the police will inform a school before 9am if they have dealt with a domestic incident at which school age children were present. This enables the school to better respond to a child's needs that day and to engage with them with a much better understanding of how they might be feeling. To operate the scheme schools are required to nominate a dedicated lead and to undertake specific training. The scheme is now operative in Cornwall and preparations are in hand to roll the scheme out fully into Devon and Plymouth.

## PCC's Annual Report 2016/17

Following submission of the PCC's Annual Report for 2016/17 to the October 2017 Police and Crime Panel meeting the report has been finalised and will be published by the end of November 2017.

### CCTV Investment programme

The Police and Crime Plan 2017-2020 'Safe, resilient and connected communities' sets out a commitment to support local authorities that wish to invest in CCTV systems. This commitment is part of the 'Supportive' element of the Local Policing Promise. The Plan sets out the Commissioner's broad approach to CCTV investment and undertakes to publish an overarching CCTV Investment Strategy.

The CCTV Strategy was published in February 2017. The Plan states clearly that the Commissioner's approach will be to provide a contribution to capital investment costs (not revenue) and that the focus will be on supporting the creation of interconnected, high quality and sustainable systems. The Commissioner has committed to providing 'up to £200,000' over the lifetime of the Plan.

The OPCC has been developing its approach to CCTV investment since publication of the Strategy. A detailed landscape review of current CCTV provision in Devon and Cornwall was carried out – working closely with external partners and practitioners, including local councils and Cornwall Fire and Rescue Service. An Expressions of Interest exercise ran over the early summer. As a result of this exercise 50 responses were received – ranging from a small 4 camera plan to significant hub provision. There were responses from the three unitary authorities and from 24 authorities each in Devon and Cornwall. The PCC's office is in contact with all of these' and actively working with those which are currently looking at options for installing and upgrading CCTV systems, or have an expressed an interest in doing this.

There is considerable potential through this work to generate value for all parties by working together to develop common certification, compliance and code of practice arrangements for CCTV across Devon and Cornwall. This new workstream is being led by Cornwall Fire and Rescue Service who operate the West Cornwall Towns CCTV system located at Tolvaddon.

The CCTV Investment Project has 4 distinct strands of activity

1. Hub Development
2. Certification, compliance and codes of practice
3. Connecting towns into Hubs
4. Police interoperability, technology and Dorset

Workstream 4 has been developed and scoped with the police with a view to maximising operational benefits to policing from the hub network. This includes benefits from networking CCTV hubs into police control rooms, the scope for linking CCTV with feeds

from drones and body worn cameras and the potential for live-streaming images to hand held devices on scene. This workstream is also exploring the opportunity that technology advancements like vehicle and people tracking and facial recognition might be able to provide both in terms of tackling crime and protecting vulnerable people. The OPCC team are also working with Dorset to align approaches where we can.

### Police Transformation Fund

On 2 November the Home Secretary announced the third round of successful projects to receive funding from the Police Transformation Fund 2017/2018.

Devon and Cornwall was part of a consortium of several Forces that has secured £3.15m over three years to work with fire and rescue services, local authorities, NHS and commissioning groups and the private sector to establish a multi-agency integrated services analytics hub. This will support closer working between partners to identify and protect vulnerable people at the earliest opportunity, making communities safer and reducing partner agency demand and cost.

Along with all forces, Devon and Cornwall will also benefit from an award to the College of Policing of £2.3m over three years to develop and implement the evidence base for workforce transformation in policing across England and Wales.

This is in addition to the existing Police Transformation Fund projects that are currently underway in Devon and Cornwall, which include the national police cadets programme, our Offender pathways Project (which includes Pathfinder) and the £8.5 million national programme to transform the police response to modern slavery.

### Sexual Assault Referral Centres/Independent Sexual Violence Advocates (ISVAs)

SARC Commissioning. The closing dates for bids have now passed, evaluation is currently underway prior to bidder interviews being held through December 2017. The intention is to announce the successful provider late February with a contract start date of 1<sup>st</sup> October 2018. In the meantime work is currently taking place between the OPCC and Plymouth City Council to identify alternative SARC premises within the city, as yet no agreements have been reached however partners are being supportive in this endeavour.

ISVA Commissioning. Lime Culture have just been commissioned to carry out a review of current ISVA provision to inform the service specification that we intend to release in January. Current providers and key stakeholder have been informed of the OPCC's intention to commission the service with a contract start date of the 1<sup>st</sup> October 2018, which is intended to align with the SARC procurement timetable.

### Restorative Justice

The OPCC has carried out a full procurement process in relation to the restorative justice service. The award of contract was made in July 2017 and Make Amends / Shekinah were the successful providers. The new contract for restorative justice services commenced on the 1<sup>st</sup> October 2017 across the Peninsula. This service is

funded via the Victim Service grant that the Commissioner receives from the Ministry of Justice.

### Local Criminal Justice Board (LCJB)

Since taking office the Commissioner has taken an active role in the Local Criminal Justice Board and her Police and Crime Plan contains a strong focus on reducing offending and prevention. During this time the Board has shifted its focus to move away from operational processes to a more strategic focus on prevention. This includes specific work on reducing offending levels and action to address some of the wider externalities that can lead people to enter the criminal justice system, such as mental ill health. The LCJB is also playing a key role in supporting the work on transforming Justice discussed above.

### • **Meetings with Parliamentarians and Ministers**

#### Policing Minister, Rt Hon Nick Hurd MP

On 1 November, the Commissioner and Chief Constable met with Nick Hurd MP, Minister of State for Policing and the Fire Service. This is one of a series of meetings the Minister is holding with PCCs and Chief Constables across the country as the Home Office conducts work ahead of the funding settlement to better understand police demand and other financial plans each Force has.

The Commissioner raised a number of critical issues directly with the Minister including management of reserves, workforce efficiency, collaboration including the Strategic Alliance and the pressures of the changing funding landscape.

#### Ministerial visit to Modern Slavery Police Transformation Unit, Exmouth

On 8 November, the Commissioner welcomed the Minister for Crime, Safeguarding and Vulnerability, Sarah Newton MP on a visit to the Modern Slavery Police Transformation Unit (MSPTU) in Exmouth.

Last year, Devon and Cornwall Police was granted £8.5 million from the Police Transformation Fund to deliver a response to modern slavery on behalf of all police forces in England and Wales.

The unit has been established here in order to make best use of the police estate. Investigators and police staff from all over the country with expertise in tackling trafficking have temporarily joined Devon and Cornwall to enable us to run this team of 70 people with minimal abstractions from Devon and Cornwall Police. The MSPTU will have staff working all over England and Wales, including some postings with Europol.

The MSPTU has already assisted investigators to make progress in the fight against modern slavery. Forces have been helped to improve support for vulnerable victims and bring their perpetrators to justice. The unit helps bridge the gap between forces and other agencies and facilitates information sharing on local, national and international levels. For the first time it provides an overview of operational activity in all 43 police forces; links can be made and good practice identified.

Chief Constable Shaun Sawyer is the National Police Chiefs' Council (NPCC) national policing lead for modern slavery.

### Meeting with Mel Stride MP

The Commissioner met with Rt Hon Mel Stride MP in early November to discuss the funding challenges that face policing and to explore possible opportunities for the future. The Commissioner and Mr Stride discussed the scope for raising the current cap on council tax precept and the possibility of re-introducing the policing allocation from business rates. Mr Stride invited the Commissioner to write to him formally in his position as Financial Secretary to the Treasury and Paymaster General to continue these discussions.

### Upcoming roundtable discussion with south west MPs

The Commissioner has invited all 18 of Devon and Cornwall's MPs to meet with her and the Chief Constable in Westminster in early December for roundtable discussions on a number of important policing matters including neighbourhood policing, the Strategic Alliance with Dorset Police, police funding, modern day slavery, counter terrorism and the demand on policing within Devon and Cornwall. These discussions supplement the regular meetings the Commissioner has with MPs during the course of the year.

- **Ministerial changes**

Victoria Atkins MP (Louth and Horncastle) has been appointed the new Parliamentary Under Secretary of State for Crime, Safeguarding and Vulnerability, replacing Sarah Newton MP (Truro and Falmouth) who has become a Minister at the Department for Work and Pensions.

Mrs Atkins holds Ministerial responsibility for a wide range of important crime and community safety policy areas including countering extremism, crime prevention, ASB, child sexual exploitation and abuse, mental health, modern slavery and domestic violence.

- **OPCC Senior Management Changes**

Fran Hughes commenced work as the Chief Executive of the OPCC on 31 October. In the early weeks Fran has held a number of introductory meetings with key stakeholders including the Chief Constable, the Chief Executive of Plymouth City Council and has attended the Cornwall and Isles of Scilly Senior Leadership Board. Fran attended the joint summit of the Association of PCCs and National Police Chiefs' Council in London in early November. Fran joins Nicky Allen who joined as OPCC Treasurer in September 2017.

Jo Robison, the Criminal Justice, Partnerships and Commissioning Manager will be leaving the OPCC in December 2017. Duncan Walton, the OPCC Treasurer and interim CEO formally retired from the OPCC on 17<sup>th</sup> November 2017.



- **HMICFRS reports update**

On 9 November 2017, Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) published a national overview and separate Force report on police efficiency which grades Devon and Cornwall Police as 'good' an improvement from last year's result of 'requires improvement'.

HMICFRS Police effectiveness, efficiency and legitimacy programme (PEEL) Efficiency Inspection for Devon & Cornwall 2017

The force has been graded **good** across most elements of the PEEL Efficiency programme. Summary:

Overall judgement – **good**

How well does the force understand demand – **requires improvement**

How well does the force use its resources – **good**

How well is the force planning for the future - **good**

The results of the inspection on Efficiency in Devon & Cornwall suggest that the force have delivered real improvements in a number of key areas of performance in the last year.

Overall the findings rate the force as delivering a 'Good' level of efficiency for the public. The report highlights concerns about the efficiency of call handling systems and processes and in particular concerns about the consistency of service provided to non-urgent calls to the 101 service. Considerable work has already been undertaken in the Contact Centre to deliver a more sustainable service to the public and work continues to implement technological change that will support this more effectively.

Overall it is gratifying that HMICFRS has recognised the considerable work that the force has done in the last year to deliver a stronger and more developed understanding of current and future demand and to develop the Police Resource PRISM operating model.

Panel members will be aware that Devon and Cornwall attracted some national attention when the national reports on PEEL were published, in particular with regard to abandoned calls on 101. The Commissioner's concerns about the 101 service are set out in the Performance Report submitted to this Panel and will be taken forward with the Chief Constable.

**Contact for further information**

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