

26/09/19

SUMMARY OF ANALYSIS

Special Grant Application

Understanding the exceptional policing challenges in Devon and Cornwall from tourism, rurality and isolation



#InvestingInPolice

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

Understanding Devon, Cornwall and the Isles of Scilly

Geography

- Largest force area in England (2nd only to Dyfed Powys)
- 4,000 sq. miles
- 730 miles of coastline
- 5 inhabited islands
- 13,600 miles of road
- 85% of roads are rural
- Mainland policing area that is 149 miles long – half the distance from Land's End to London

Our communities

- 1.76 million resident population
- 59% of residents living in rural areas
- 6% of areas fall in the most deprived areas in England.
- Incomes in Torbay and Torridge are some of the lowest in the country – with both local authorities in the ten lowest.
- 24% of residents are 65+ years old (compared to national of 18%)
- Outlier nationally on mental health hospital admissions (<18yrs and self-harm)

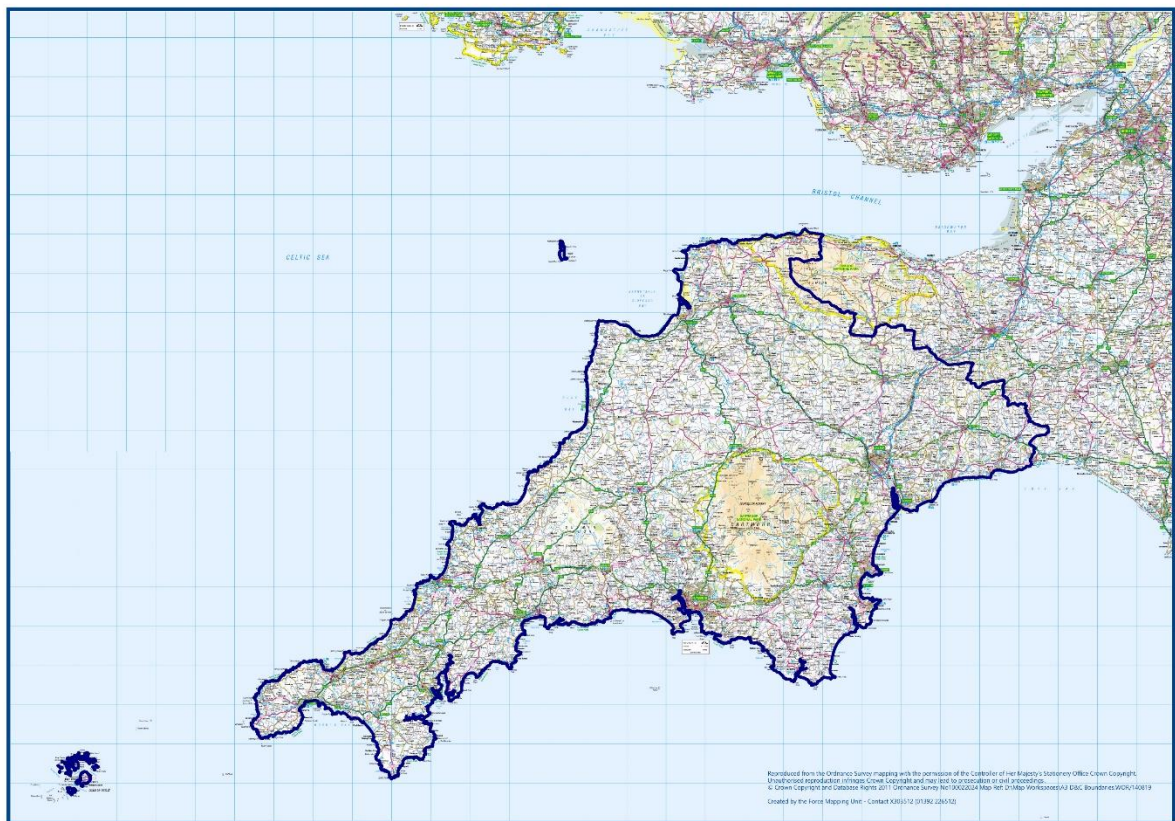
Policing our area

- 1 million calls for service per year
- 61.0 crimes per 1,000 population per year
- 149 incidents per 1,000 population per year
- 3050 police officers in 2019/20
- 49p per day per person funding compared to E&W average is 57p
- 19 of our 27 policing sectors are classified as rural
- Isolated location: only 10% of force area lies within seven miles of other forces
- Long journey times: 40 mile journey from Launceston to the nearest custody centre in Newquay will take 50 minutes on a clear road

The summer surge

- 2nd highest level of tourism behind London – 45 million nights
- 7% increase on our base population – the highest in England & Wales – equates to 125,000 extra people each day if spread across whole year
- Impact of that additional 125,000 people reduces our funding to just 46p per person per day compared to national average of 57p
- Summer lasts from April-September – in that period we see
 - 11% increase in crimes in summer months: largest in England & Wales
 - 14% increase in incidents, with significantly higher rates in some areas
 - 18% increase in high risk missing people
- Response time pressures due to volumes and road network limitations, with only 66% of immediate incidents attended within 20 minutes in July 2019 compared to 73% in January 2019

The Devon and Cornwall Policing Area, including Lundy and the Isles of Scilly



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Special Grant Application to Home Office for Impacts of Summer Policing

This 'Summary of Analysis' document sets out the context, analysis and evidence on policing in Devon, Cornwall and the Isles of Scilly of the highest tourism levels outside of London, high levels of rurality and our isolated peninsula location.

This analysis was included in the Special Grant Application submitted by the Police and Crime Commissioner to the Home Office in September 2019.

The submission of the application followed initial dialogue in spring 2019 with the Policing and Fire Minister regarding the significant resourcing challenges being faced by Devon, Cornwall and the Isles of Scilly. Those exceptional impacts arise as a result of the combined impact of the summer tourism surge, our isolation as a peninsula and our rurality and have a considerable effect on our resident population. The Minister referred the Police and Crime Commissioner to officials for a discussion on the special grant application process.

In terms of the Home Office Special Grant process, the costs we identify and are seeking financial support from the Home Office is a total of £17.9 million over the three years from 2017/18 to 2019/20. Those identified costs do not reflect the full costs of meeting the demands of the summer surge on an annual basis but are a reflection of those areas of additional expenditure which the Police and Crime Commissioner has requested should be considered under the special grant arrangements.

	Full 2019/20 (£)	2018/19 (£)	2017/18 (£)
Rural Crime & Incident Response Strategy	7,344,851	2,954,294	984,375
County Lines & Drug Supply Operations/ Unit	1,462,962	2,121,364	1,990,935
Summer Policing Project Additional costs	200,000	146,771	721,739
Total	9,007,813	5,222,429	3,697,049

2.0 About Devon, Cornwall and the Isles of Scilly

2.1 Our area and our communities

- Devon, Cornwall and the Isles of Scilly is the largest policing area in England, stretching over 4,000 square miles and five inhabited islands.
- We are isolated from most of the country and other police and support services with 730 miles of coastline and limited public transport infrastructure.
- With 13,600 miles of road we have the largest road network in England and Wales, over 80% of which are rural roads.
- Our area has significant pockets of high deprivation with 6% of our population living in the 10% most deprived areas in the country
- Our elderly population is above the national average, with 24% of our population aged 65 years or over, compared to the national average of 18%
- We are national outliers in areas like suicides, self-harm and mental health hospital admissions for those under 18 years of age
- We operate within a complex partnership landscape that includes three unitary authorities, one top tier county and seven districts.

The current total resident population of Devon, Cornwall and the Isles of Scilly is 1.76 million and projected to increase by 3.5% to 1.83 million by 2025 (England average is 6%). Currently 27% of people are aged under 25 (30% across England), 24% are aged over 65 (18% across England) and 5% are BAME (not White British) (20% across England). Of the residents of Devon, Cornwall and the Isles of Scilly 59% live in rural areas.

Devon, Cornwall and the Isles of Scilly covers 4,000 square miles. It comprises two counties, four top tier local authorities and over 1,200 parish and town councils. The area includes five inhabited islands, three areas of extensive moorland and over 730 miles of coastline. Its peninsula location leaves it isolated from other parts of the country, with only 10% of the area within seven miles of other police forces. The road and rail infrastructure is limited but there are a large number of ports across the area and two international airports (Exeter and Newquay). We have the largest road network of any policing area, with 13,600 miles of road, 85% of which are rural roads. The Highways England Strategic Road Network is limited in the area with only 24 miles of the M5 motorway and 234 miles of the A38, A35, A303 and A30 covered.

We are an area of extreme contrasts and high pockets of deprivation and vulnerability. 14% of our population live in the 20% most deprived lower super-output areas in England – with 6% of those living in the 10% most deprived. Torbay is the most deprived local authority area in the south west and is the 4th lowest average income local authority area in England and Wales. Across Devon, Cornwall and the Isles of Scilly 16% of children are living in poverty and 80,000 households live in fuel poverty.

We have higher than the national average of people living with a limiting long term illness (23% compare to 18% for the rest of England) and 6% of households lack central heating (compared to 3% across England).

Devon, Cornwall and the Isles of Scilly are an outlier nationally on mental health in a number of key areas under PHE data, most notably in the areas of hospital admissions for <18yrs for mental health issues and for hospital admissions for self-harm (including suicide). Hospital admissions for mental health issues for <18 year olds are higher than England average of 81.5 – per 100,000 population in 2016/17 in each of our four top tier local authorities. Similarly rates of self-harm and suicide are considerably higher than England average of 185 per 100,000` population for 2016/17 (ranging from 219 – 362 in all of our four top tier local authorities).

Across the area 20% of households do not have a car (compared to 26% across England), but given our extensive geography and limited public transport this has a more significant impact¹. Our public transport networks play no role in enabling policing personnel to move freely around the area – with average journey times by rail from Exeter to Birmingham (two hours and 55 minutes) and London (three hours and six minutes) both quicker than the average journey time by train from Exeter to Penzance which is three hours and 14 minutes.

Devon, Cornwall and the Isles of Scilly has the highest number of registered gun keepers in England and Wales.

Devon, Cornwall and the Isles of Scilly hosts 70,000 university students who have an impact on localised demand for services within the academic year, and are identified as particularly vulnerable to crime². The demographic of our students is increasingly changing with all of the universities increasing their international intake, and a number of private institutions attracting higher numbers of younger foreign students to the area.

Devon

The geographic county of Devon is the third largest of its type in England. It encompasses the administrative county and the unitary authorities of Plymouth and Torbay. The main centres of population are coastal, except Exeter, with the three main urban areas being Plymouth, Exeter, and Torbay. Exeter and Plymouth are university cities, and Exeter is the long-established centre of county administration. The administrative county comprises the district councils of East Devon, Mid Devon, North Devon, South Hams, Teignbridge, Torridge and West Devon as well as Exeter City Council and the county council of Devon. Devon has three prisons at Dartmoor, Channings Wood and Exeter.

Devon has two beautiful coastlines, two National Parks and five official Areas of Outstanding Natural Beauty. Taken with Dartmoor and Exmoor National Parks, these “protected landscapes” cover 35% of Devon. At the centre of Devon is the Dartmoor National Park which covers 368 square miles and has a resident population of 34,000 spread across the moor. Torbay is a UNESCO Global Geopark and a Devon has parts of two World Heritage Sites and a UNESCO Biosphere reserve.

¹ Peninsula Strategic Assessment

² Peninsula Strategic Assessment 2018/19

Cornwall

Cornwall is the most westerly county in Britain, bordering Devon and surrounded by the English Channel and the Celtic Sea. Cornwall's main centres of population are largely coastal. Truro is the only city in Cornwall and has a population of 18,766, although the town of St. Austell has the largest population at 19,958 according to the 2011 census. Cornwall is one of six Celtic nations, which include Wales and Brittany. Cornwall is represented by a single local authority, the unitary council of Cornwall. Cornwall has no prisons following the closure of Bodmin jail in 1922.

The natural environment, recognised nationally across the 12 sections of the Cornwall Area of Outstanding Natural Beauty, is accessed by the spectacular South West Coast Path and Bodmin Moor. Cornwall also has a UNESCO World Heritage Site.

Isles of Scilly

The Council of the Isles of Scilly is a separate authority to the Cornwall Council unitary authority. The islands have a population of just over 2,000. Due to their geographic isolation (with transport to the islands via sea or air frequently constrained by poor weather conditions) a policing team of three police officers and one PCSO are stationed on the islands full time.

2.2 Profile of Devon, Cornwall and the Isles of Scilly as a policing area

- Our rural, coastal and urban policing area faces the same challenges as metropolitan areas but they are spread right across our geography. Challenges include county lines, modern slavery, serious violence and organised crime.
- We employ 3,050 police officers and 2,258 police staff spread across 27 policing sectors, 19 of which are rural sectors.
- This equates to 0.8 police officers per square mile and just 1.7 police officers per 1,000 people compared to the national averages of 2.1 for both measures.
- Devon and Cornwall Police dealt with 290,000 incidents in 2018/19 – 84% of which related to so-called non crime demand, which includes resource intensive deployments in areas like missing persons, mental health crises and road accidents.
- Crime rose by 4% in the year to 31st March 2019, with violent crime rising by 11% overall. We saw a 15% increase in serious violence and an 11% increase in knife crime as well as a 19% increase in possession of weapons offences.
- Demand for service is high and continues to grow. We received over a million calls in 2018/19 to 999 and 101 services, including a 12% increase in 999 calls.

Policing Devon, Cornwall and the Isles of Scilly is a unique challenge. Our fantastic natural environment masks the challenges of policing a diverse urban, rural and coastal area. When you add in the complexity of the summer months, when we host millions of visitors to the area with an infrastructure barely able to cope with the needs of our resident population, the challenge becomes even greater. Our resident population at 1.7 million is 3% of the population of England and Wales.

Our force area is rare in combining rural, coastal, urban, and island communities. These communities are often isolated due to our rurality and peninsula location yet suffer the same threats from terrorism, serious and organised crime, digital crimes and every day acquisitive crimes. Every aspect of a large urban force criminality lies within our diverse communities, which could be characterised as an ‘exploded city’. They are assailed every day by child sexual exploitation, online fraud, violence in the home and the consequences of “county lines” criminality. They also have criminality associated with rural and coastal communities not encountered in urban areas, such as the industrial scale theft of farm machinery and livestock.

For example, the small Cornish town and fishing port of Newlyn, with a population of 4,400, has in the past 18 months seen one of the largest ever cocaine hauls in the UK (two tonnes) and a major modern slavery/trafficking operation with 30 people trafficked into the country. Across our area we are experiencing significant issues with county lines drug supply – with 18 lines deemed to be operational in the area. The criminal networks bring with them wider issues regarding exploitation of vulnerable members of our communities through cuckooing and a notable increase in serious violence and weapons offences. These practices and the risks they pose are now well recognised nationally – with a recognition that drug related crimes are moving away from the major cities and into the more rural areas.

National Rural Crime Survey⁵. People in rural communities are less likely to seek help as they know that services are more remote than their urban counterparts.

The complexity of working in the peninsula is compounded by numerous other agencies, who are not coterminous the Devon and Cornwall Police. We work with eight community safety partnerships (CSPs) and one strategic County level partnership, Safer Devon.

Recorded crime in Devon, Cornwall and the Isles of Scilly

Recorded crime across the Peninsula rose by 10% in 2016/17 and by a further 22% in 2017/18. This equates to an additional 27,000 crimes being recorded over the two years.⁶ The ONS data release for year to 31st March 2019 showed that there were 107,439 recorded crimes in our area in the year. This represents an increase of 4% for the year although there are larger increases within specific crime times.

Table 1: ONS Crime Data for year ending 31st March 2019

Crime type	National rate	D&C rate	D&C trend	Crime type	National rate	D&C rate	D&C trend
Violence with Injury	9.3	9.1	11%	Criminal damage and arson	9.8	8.5	↓ -3%
Violence without Injury (excl. stalking and harassment)	11.5	8.7	↑ 5%	Public order offences	7.6	4.1	↑ 4%
Stalking and harassment	7.6	5.9	31%	Anti-social behaviour incidents	24.8	23.1	↓ -4%
Sexual offences	2.8	2.6	↑ 2%	Possession of weapons offences	0.8	0.6	↑ 19%
Thefts	34.3	17.9	↓ -5%	Drug offences	2.6	2.4	↑ 12%
Robbery	1.5	0.4	16%	Other offences	1.8	1.3	↑ 4%

Violent offences increased by 13% compared to 20% nationally in the period, with 4,733 more violent offences than the previous year. 2,470 of the increase were stalking and harassment offences (a 31% increase) with a 44% increase in DA related stalking and harassment offences.

⁵ <https://www.nationalruralcrimenetwork.net/research/internal/2018survey/>

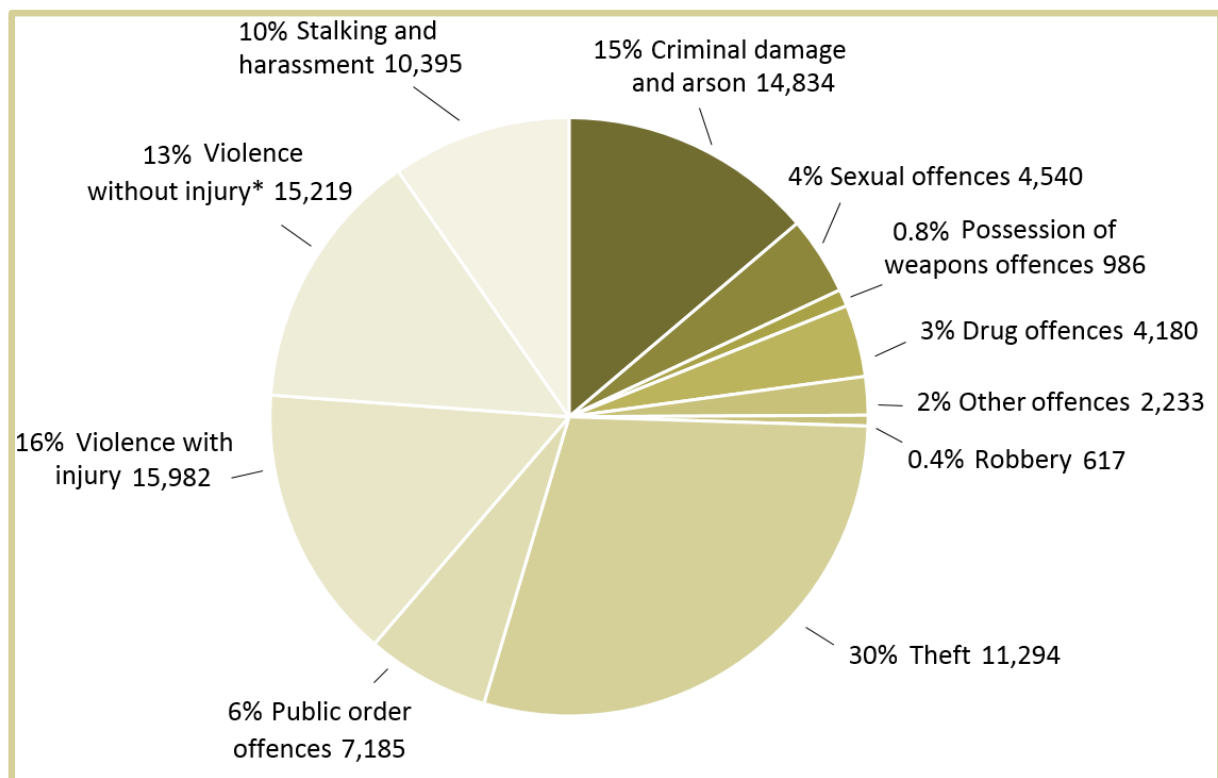
⁶ Peninsula Strategic Assessment 2018/19

Violence with injury rose by 11% in the period with a 15% increase in low volume high severity violence such as murder, attempted murder, and section 18 GBH and wounding.

Knife crime rose by 11% in the period to 440 offences, compared to a national increase of 8% and possession of weapons offences rose by 19% with the growing impact and prevalence of county lines and other drug supply gangs across the policing area.

The crime mix in Devon, Cornwall and the Isles of Scilly for the year to 31st March 2019 is shown below. Of these crimes 19% were identified as being domestic abuse, 13% were flagged as alcohol related and 1.7% were recorded as hate crime.

Chart 1: Crime mix in Devon, Cornwall and the Isles of Scilly



Percentage of total crime and volume by Crime type, Office of National Statistics data.

*Violence without injury excluding stalking and harassment

Incidents in Devon, Cornwall and the Isles of Scilly

There were a total of 260,900⁷ incidents recorded in the 12 months to March 2019. Of these 84% were related to either public safety, ASB or roads related and were not classified as crimes.

Table 2: Incidents for 12 months to 31st March 2019

Incident group	Incident type	Number of incidents 12 months to March 2019	% of total incidents
ASB	ASB	40,448	16%
Crime related	Crime recorded	39,422	15%
	Crime not recorded	3,635	1%
Public safety	Missing person	11,114	4%
	Concern/collapse/illness/injury/ trapped	47,366	18%
	Domestic incident	17,484	7%
	Other public safety	50,192	19%
Transport	Road offences	14,300	5%
	RTCs	16,593	6%
	Highway disruptions and other transport related incidents	20,346	8%

Calls for service in Devon, Cornwall and the Isles of Scilly

There is an increased demand for service from Devon and Cornwall Police from the public via the contact centre. In 2018/19 the force received a total of 1,010,461 requests for service (this is a 3.4% increase on demand from 2017/18).

The requests for service equated to:

- 225,947 emergency 999 calls (12% increase)
- 631,542 non-emergency 101 calls (0.5% decrease)
- 92,714 non-emergency contacts via 101 email and text (18.6% increase)
- 6,203 webchats (68.3% increase)
- 54,028 calls via other incoming lines (7.5% decrease)

Summer 2018 saw the highest volumes of calls ever received into the contact centre. Overall in 2018/19, there was an increase of 12% in 999 calls, with over 20,000 more calls and some significant peaks in demand. The impact of these peaks is that effective management of emergency calls means non-emergency callers are waiting longer at periods of high demand and abandoning their calls more often.

The overall complexity of the calls for service into our non-emergency line is also increasing as call handlers are dealing with an increasingly complex range of criminal and social issues such as modern day slavery, child sexual exploitation, human trafficking, cybercrime and mental health crisis. We continue to see increases in

⁷ This figure excludes 'administrative incidents'

vulnerability, self-harm and callers in despair. Therefore call handlers require a far greater understanding of a wider range of issues in order to provide effective initial response to calls. They also require increasing investigation skills, including digital investigation as the investigation begins with the first contact.

Call times are longer as vulnerable individuals are engaged with call handlers. This reduces the ability to distribute calls which can lead to these calls impacting on the wellbeing of those handling and responding. In order to seek to manage these significant summer peaks and overall increases in complexity we are investing in additional technological tools. In 2018 we introduced new changes through the introduction of new web-chat functionality and in July 2019 a new Interactive Voice Response system was introduced to support better management and prioritisation of calls into 101.

2.3 Funding profile for Devon, Cornwall and the Isles of Scilly

- Devon, Cornwall and the Isles of Scilly received £312 million for 2019/20, 41% of which comes from council tax paid by our residents.
- This equates to just 49p per person per day compared to the national average of 56p.
- The funding formula mechanism continues to serve our area poorly as it fails to take account of:
 - population changes due to tourism
 - deprivation measures which are more relevant to rural areas, like low income
 - significant areas of non crime deployments which are highly resource intensive, such as missing persons.
- Nationally non-crime demand is considered to account for 79-80% of demand but in Devon, Cornwall and the Isles of Scilly for 2018/19 this was 84%.

The total funding envelope for policing in Devon, Cornwall and the Isles of Scilly for 2019/20 is £312 million – which equates to 49p per person per day for our resident population. This includes the maximum Council Tax increase allowed for by the government under the grant settlement for the year - £24 for a Band D property. The 2019/20 split of funding for Devon, Cornwall and the Isles of Scilly is 59% government grant and 41% council tax precept.

The funding allocations made through the existing Police Funding Formula do not take any account of the impact of tourism numbers on police resources. The formula, which is awaiting review, also fails to take adequate account of other factors that adversely impact our policing area. Factors such as the additional costs of service delivery in rural and isolated areas, including the calls for service which require a crisis response, such as mental health episodes, high risk missing persons and road collisions.

Non crime-related matters accounted for 84% of Devon and Cornwall Police's calls for service in 2018/19.

3.0 Tourism and its impact on policing

3.1 Tourism in Devon, Cornwall and the Isles of Scilly

- Devon, Cornwall and the Isles of Scilly have the highest levels of tourism outside of London and the largest impact on population from tourism (7%) in the country.
- The value to the economy of our tourism is £2.6 billion but policing receives no additional benefit from government funding or any share of business rates.
- 12.5% of all domestic overnight stays in England and Wales take place in Devon, Cornwall and the Isles of Scilly – the largest share in the country.
- Domestic and international tourists stay an estimated 45 million nights a year, only London has more nights.
- If funding per head of population was calculated on our true population (including tourism) we receive just 46p per person per day. Applying our existing 49p per person per day funding allowance to our true resident population would deliver an additional £22 million in funding per year.
- The full summer season is April-September but the impacts peak in July and August. In 2017 an estimated 3.3 million trips were made by tourists in our two counties and islands in the months of July and August.
- The pressure on our roads from tourism is considerable and we see a 14% increase in road collisions in the period from July to September. Traffic flows increase significantly with August seeing a 26% increase in flows into the area across the Devon border.

Tourism in Devon, Cornwall and the Isles of Scilly equates to a 7% increase in our resident population, the highest impact on population from tourism in England and Wales (jointly with Cumbria). Devon, Cornwall and the Isles of Scilly host more domestic tourist nights⁸ than anywhere else in England and Wales at 12.5% or 40 million nights.

Table 3: Domestic tourism nights (ONS Tourism Survey)

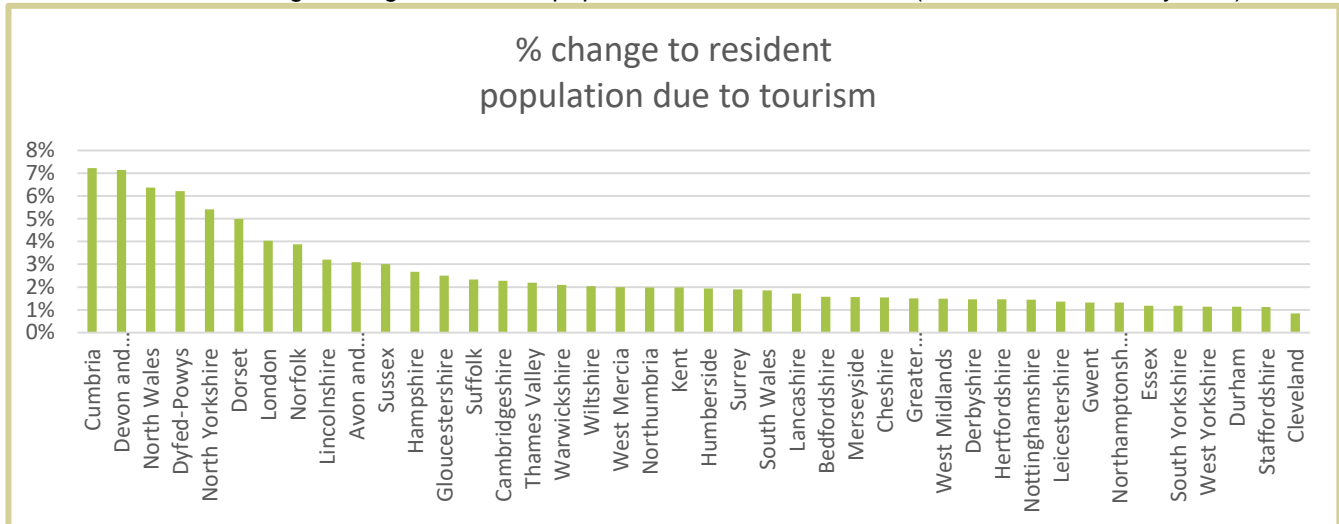
	% of total domestic nights	Nights
Devon & Cornwall	12.5%	40 million
London	7.9%	25.5 million
North Wales	4.5%	14.5 million
Hampshire	4.3%	14 million
North Yorkshire	4.2%	13.7 million
Avon and Somerset	4%	13.1 million

Once international nights are added this figure increases to 45 million for Devon, Cornwall and the Isles of Scilly. This places us second only behind London with 8% of the total domestic and international visits. To understand the impact of tourism it is

⁸ ONS Tourism Survey – based on 3 years to 2017

helpful to consider it in the context of an overall impact on resident population⁹ by dividing those 45 million nights by 365 days to create an additional resident. This means we have a population of 125,000 on top of our base population of 1.76m which is a 7% increase, the highest in England and Wales (jointly with Cumbria).

Chart 2: Percentage change to resident population from tourism levels (ONS Tourism Survey data)



No additional resources are provided to Devon and Cornwall Police to ensure that public safety is maintained. In addition to overnight stays our area receives an additional 64 million day visitors which is equivalent to a further daily population of 175,000. Devon, Cornwall and the Isles of Scilly receives just 49p per person per day for each of our resident population to protect our communities. With the additional population deriving from tourism this daily funding reduces to just 46p per person per day as shown in Table 4. In an area of such scale, rurality and isolation this has a disproportionate impact on our ability to deliver services to our resident population.

Table 4: Impact of population change from tourism on funding per person per day.

	% change in popul'n for tourism	Additional popul'n for tourism	Funding (pence per person per day adjusted for tourists) E&W average is 57p
Cumbria	7%	35,960	56p
Devon and Cornwall	7%	124,805	46p
Dyfed Powys	6%	32,086	53p
North Wales	6%	44,346	57p
Dorset	5%	38,462	46p
North Yorkshire	5%	44,366	49p
London	4%	356,040	88p
Norfolk	4%	34,860	48p
All other forces <3%			

There is an average daily traffic flow across the Force border of 119,000, increasing by 26% in August to 150,000. The traffic flow has increase year on year since 2012, increasing by 14% between 2012 and 2018.

⁹ Calculation: nights stayed in millions/365 days per year = xx average increase on resident population.

3.2 Impact on policing from tourism and the summer surge

- Devon, Cornwall and the Isles of Scilly experience 14% more incidents in the April to September period, which includes an 11.7% increase in recorded crime (the highest increase in recorded crime across the country).
- Our summer period is long. It lasts from April to September and places significant pressures on our policing service, affecting both the wellness of our staff and our ability to provide the services required to our resident population.
- Tourism and the resultant increase in demand for policing is spread right across our geography. We see a 14% increase in incidents for that six month period with a number of rural policing sectors facing increases in excess of 20%.
- The impact is felt right across our communities, with 16 out of our 27 sectors seeing increases in incidents of 14% or more in that six-month period.
- Recovery from the summer surge affects services across the year as we seek to catch up on training and annual leave and address the toll that the summer season takes on the wellness of our staff.
- As the reductions in police funding from austerity have hit the service we have found it increasingly difficult to absorb the pressures placed upon us by summer.
- Public confidence has dropped in our area by 8% since March 2016 as the public become increasingly frustrated about the reduced service they receive due to the pressures created by tourism.
- To mitigate this we have had to find new ways of delivering basic services to our rural and coastal communities which have come at additional cost.

Tourism affects all of our areas of business, with significant seasonal increases in recorded crime, incidents (including high intensity events such as high risk missing persons and road accidents in remote locations) and calls for service into our Control Room (CMCU).

Tourism is spread right across the 4,000 square miles, it is not concentrated in a few areas. Of 27 policing sectors 24 are significantly affected by seasonal demand increases, with a 10% increase in incidents over the six-month summer season. The intensity of calls for service seen in the summer period places pressure on services for the rest of the year as we seek to recover from the intensity of policing the summer surge.

As detailed in section two above the unique geography and location of Devon, Cornwall and the Isles of Scilly means that we cannot readily access support from neighbouring police force areas to deal with these impacts. With just 10% of our police force area within seven miles of another force, even if support is available, the journey times and the distances involved make immediate assistance from neighbouring forces impracticable apart from areas located close to the border.

We police 4,000 square miles of land, 730 miles of coastline, and our mainland policing area is more than 149 miles long (over half the distance from Land's End to London). Our reliance on the National Police Air Service (NPAS) to provide support in particular in locating missing persons in rural and remote locations is considerable and represents an additional financial burden placed upon us compared to many other forces. This cost has to be absorbed at the expense of other policing services.

Despite the increase in summer traffic flows across our 13,600 miles of road network (the largest in England & Wales) we are unable to draw significantly on assistance from Highways England. Highways Officers from Highways England operate only on 24 miles of the M5 in our areas and 234 miles of the A38, A35, A303 and A30 covered. Of our roads 82% are rural, leaving us with 13,341 miles of road network to secure on our own.

4.0 Demand on Devon and Cornwall Police through the summer surge

4.1 Impact of summer surge on recorded crime

- Devon, Cornwall and the Isles of Scilly has the highest seasonality variation in recorded crime across the country at 11.7% for the six-month summer period.
- This includes significant increases in violence with injury (up 12.6%), possession of weapons (up 13.3%), domestic abuse crimes (up by 9.9%) public order (up 24.4%), rape (up 5.1%) and criminal damage (up 6.9%) and across all forms of acquisitive crime.
- There is a greater impact in rural areas in that period, for example we see a 13.2% increase in domestic abuse crimes, an increase of over 17% in violence with injury and almost a 15% increase in sexual offences.
- Recorded crimes in the area of drugs enforcement have tended to fall due to limited capacity to carry out proactive work in the summer but this is being addressed through new investment in proactive teams.

The table below shows the impact of the summer surge of tourism on recorded crime.

Devon, Cornwall and the Isles of Scilly's tourist season has a greater impact on recorded crime than similar force areas. It sees highest seasonality peaks for both three months (July to September compared to October to June) at 11.1% and six months (April to September compared to October to March) at 11.7%.

This compares to an England and Wales average for three months of 3.3% and a six-month average of 3.9%. When compared to Cumbria, which also has 7% population increase due to tourism, the impact is much lower at 1.8% (three-month summer) and 5.9% (six-month summer).

Table 5: Recorded Crime: Seasonal impacts in core summer three months (July-Sept) and extended six months of summer (Apr-Sept)¹⁰

Seasonality overall crime: three-year average 2016-2018					
Police area	3 months	6 months	Police area	3 month	6 month
Devon and Cornwall	11.1%	11.7%	Cheshire	6.3%	4.5%
Lincolnshire	9.3%	11.1%	Essex	3.0%	4.4%
Dorset	9.8%	9.3%	Wiltshire	5.5%	4.4%
Kent	7.3%	8.9%	Durham	0.2%	4.4%
North Wales	7.5%	8.4%	Surrey	2.1%	4.1%
Lancashire	3.9%	8.1%	Northumbria	4.8%	3.8%
Dyfed-Powys	8.5%	8.1%	Derbyshire	1.7%	3.6%
Gwent	5.2%	8.0%	Bedfordshire	1.5%	2.6%

⁹ Data has been trend adjusted by basing the seasonality off of a centred rolling average, to account for the impacts of crime changes/Crime data integrity improvements.

Avon and Somerset	3.6%	7.4%	Gloucestershire	4.0%	1.9%
Sussex	6.3%	7.3%	Cleveland	1.3%	1.3%
West Mercia	5.3%	6.5%	Merseyside	-0.7%	1.3%
Norfolk	5.3%	6.4%	Metropolitan Police	1.0%	1.2%
Thames Valley	4.6%	6.3%	Northamptonshire	2.2%	1.2%
Warwickshire	6.4%	6.2%	West Yorkshire	1.6%	1.1%
North Yorkshire	4.4%	6.1%	Nottinghamshire	1.0%	0.9%
Cumbria	1.8%	5.9%	Greater Manchester	-0.1%	0.7%
Staffordshire	5.1%	5.5%	Hertfordshire	0.2%	0.6%
Hampshire	4.8%	5.3%	South Yorkshire	0.6%	0.4%
Humberside	4.0%	5.2%	Leicestershire	0.2%	0.2%
South Wales	4.3%	5.1%	West Midlands	0.6%	0.0%
Suffolk	4.7%	4.8%	London, City of	-0.1%	-1.5%
Cambridgeshire	4.0%	4.6%	E & Wales	3.3%	3.9%

4.1.1 Seasonality impact on specific crime types

While the overall seasonality of recorded crime for Devon, Cornwall and the Isles of Scilly stands at 11.1% for three-month summer and 11.7% for the six-month summer period there are considerable variances between crime types which are outlined in Appendix 1. It should be noted that examination of recorded crime alone will not give a true reflection of the impact of the summer surge – as it does not reflect the significant volume of incidents or wider calls for service that Devon and Cornwall Police has to deal with. These are examined further in section 4.2.

There are considerable increases in violence with and without injury, possession of weapons, public order and acquisitive crime. The recording of rape and other sexual offences also increases by around 5% during these periods. The ongoing resources associated with investigation of sexual offences and serious violence in particular can be significant and take many months to progress – further hampered by the likelihood that victims or offenders (or both) may not be resident within our police force area.

In 2018 violence against the person crimes peaked during the summer month of July with an increase of 18% compared to an average month. This equates to an average of 82 crimes per day in July compared to the lowest daily average rate of 62 crimes in January and a daily average throughout the year of 70.

Notable reductions in drug possession and drug trafficking are reflective of the limited capacity for proactive work that has previously occurred over this three-year period as resources are diverted away to dealing with other issues resulting from the summer surge. This emphasises the importance of additional investment in county lines and proactive units that have had to be made to continue to target these issues despite the summer impact.

In two specific areas it is important to examine not only recorded crime but also incident data to get a clearer understanding of the true seasonality associated with those incidents - notably domestic abuse and public order/anti-social behaviour.

Domestic abuse

For domestic abuse the summer demand can often increase by 15%. On average 54 domestic abuse crimes are investigated per day throughout the year but in July 2018 it increased to an average of 61 DA crimes per day. In the three years to December 2018 the data for domestic abuse incidents and domestic abuse related crimes shows a significant seasonal variation in both areas – which represent significant risk to the victim.

Table 6: 3 year data for seasonal impacts in (July-Sept) and (Apr-Sept).

3 years to Sept 2018	3 months	6 months
DA related crimes	8.7%	9.9%
Domestic incidents	8.9%	5.2%
Total	8.7%	6.8%

An examination of DA related crimes over the three-year period identifies a much higher level of seasonality in rural policing areas, which are the destinations of the vast majority of our tourists. Again the investigative work associated with domestic abuse related crimes, including victim safeguarding, has a significant resource implication for the force beyond the immediate response to the crime.

Table 7: Domestic Abuse in Rural and Urban areas over the summer period

DA related crimes	Rural	Urban
3 month seasonality	12.0%	6.9%
6 month seasonality	13.2%	7.8%

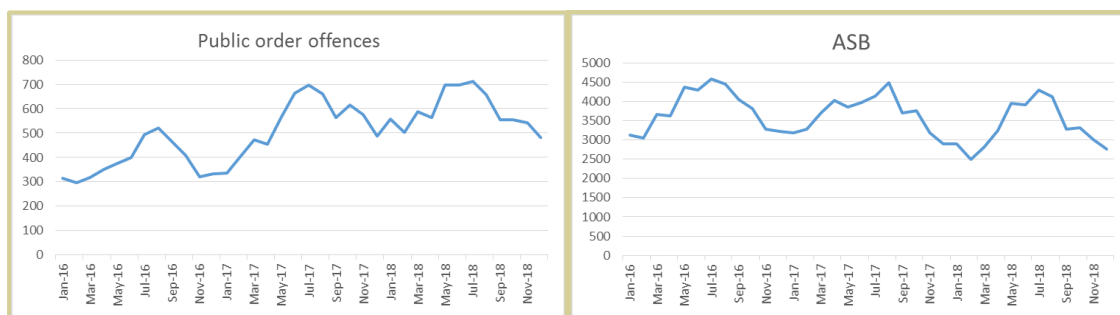
Antisocial behaviour

The seasonality impacts of both anti-social behaviour incidents and public order offences are very high, with seasonal impacts in all cases in excess of 20%. To put this into context in August 2019 we saw over 4,000 ASB incidents and over 700 public order offences.

Table 8: ASB and Public Order offences - three-year data (July-Sept) and (Apr-Sept).

3 years to Sept 2018	3 months	6 months
Public order offences	23.1%	24.4%
ASB incidents	20.5%	25.3%

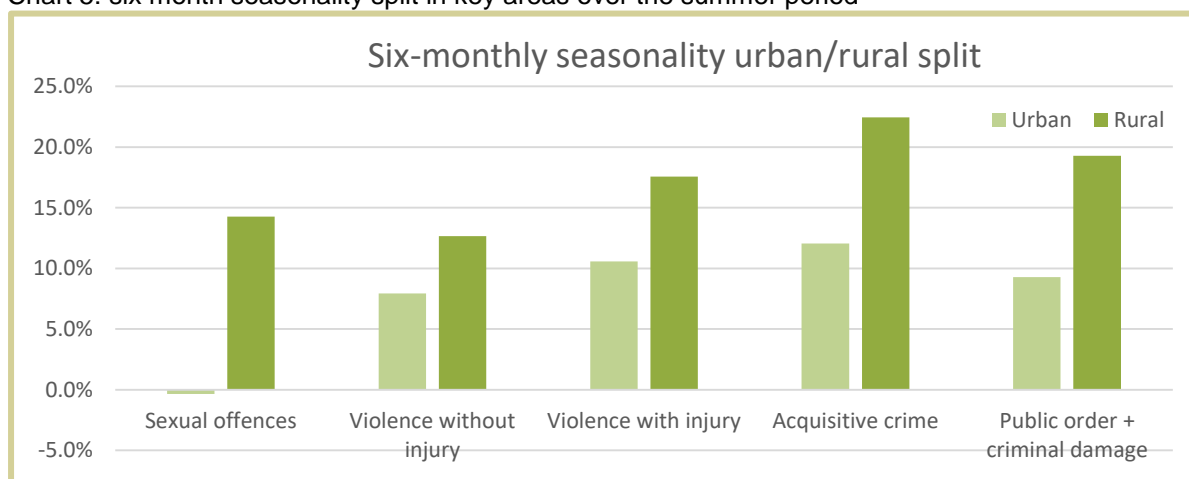
Charts 3 and 4: Public Order and ASB seasonality



4.1.2 Seasonality impact on recorded crime across rural and urban areas

An examination of seasonal impacts between rural and urban parts of our policing area show much larger seasonality in rural policing areas, which are the destinations of the vast majority of our tourists (with the exception of the urban centre of Torbay). Mobilising police resources across our large geography to respond to these increases over the summer period has become increasingly challenging as police officer numbers have had to reduce in rural areas. This has a very real impact on public confidence levels in those communities as we see confidence in our policing service fall year on year.

Chart 5: six month seasonality split in key areas over the summer period



4.2 Impact of Summer Surge on Incidents

- The volume of incidents the police need to respond to increases by 14% overall. This is a truer reflection of demand (considered nationally to represent 80% of police calls for service) and includes resource intensive crisis issues such as missing persons and road accidents.
- 16 of our 27 policing sectors see an increase in total incidents of 14% or more, with four sectors experiencing an increase of 20% or more. The highest impact is felt in Newquay at 30%.
- Over the six-month period we see an 8% increase in both road collisions and fatal or serious accidents which require a significant deployment of resources. The 23% increase we see in collisions on our limited motorway network has a significant impact as the main arterial route into the two counties can often be cut off for many hours.
- We receive around 9,000 missing person reports every year, with around 1300 classified as high risk and 7,000 medium risk. In the six-month summer period we see an 18.3% increase in high risk missing person reports and a 17% increases across all types.
- The resources required to carry out missing person searches across our remote and isolated geography are significant and often necessitate the use of NPAS – with over 50% of our actioned calls for service to NPAS relating to missing persons/concern for welfare.
- Police response times to immediate incidents are always a challenge in our dispersed geography but increase considerably in the summer. Only 66.3% of immediate incidents were attended within 20 minutes in July 2019 compared to 73.3% in January 2019. Launceston Sector in East Cornwall only met this time in 41.2% of incidents.

4.2.1 Total incidents by policing sector

In many ways incident data is a better reflection of the true impact of tourism. It brings together both crime response and the high volume of calls for service that the police are required to deal with on a daily basis which do not end up being recorded as crime¹¹.

It is widely accepted that recorded crime only accounts for around 20% of calls for service to the police. The analysis conducted by the National Rural Crime Network identifies that the majority of non-crime demand for police forces breaks down into public safety and welfare (55%), ASB (20%) and roads (25%). Responding to these often critical calls for service from a dispersed population is a challenge we face on an annual basis.

¹¹ Analysis with other forces is difficult to provide as the way in which incidents are recorded differs considerably because incidents are not subject to national recording criteria as crime. Incident data is not published by force area by ONS or Home Office.

Examination of the incident data shows that tourism and the summer surge affects our entire policing area – it is not concentrated in a small number of locations. Across the entire area we see a 14% increase in incidents for both the six-month and the three-month summer periods.

Our seasonality analysis for Devon, Cornwall and the Isles of Scilly shows higher levels of seasonality across many sectors. Nineteen of our 27 policing sectors are classified as rural and the table below identifies those sectors, highlighting the large increases witnessed across the entire rural geography over the summer surge period. Newquay Sector shows the highest seasonal variance in both time periods – with increases at 30% of above. The full seasonality table and a map of the 27 policing sectors is included in Appendix 1.

Three-month seasonality impacts...

- Two policing sectors at 20% or above (Bodmin and Newquay – both rural sectors)
- 13 policing sectors between 14-19%
- Six policing sectors between 10-13%
- No policing sectors below 5%
- 17 out of the 21 sectors above 10% are rural sectors

Six-month seasonality impacts...

- Four policing sectors at 20% or above (Newquay, North Devon, Paignton & Brixham and St Ives & Penzance – 3 of which are rural sectors)
- 12 policing sectors between 14-19%
- Six policing sectors between 10-13%
- No policing sectors below 7%
- 17 of the 22 policing sectors above 10% are rural sectors

4.2.2 Specific categories of incidents

Road incidents

With 13,600 miles of road network in our policing area, 82% of which are rural roads, the impact on policing resources of increases in road traffic accidents is particularly acute. Analysis of collision data for the two-years to September 2018 shows notable increases in both the three-month and six-month summertime periods.

Table 9: Collision data - seasonality analysis for two years to September 2018

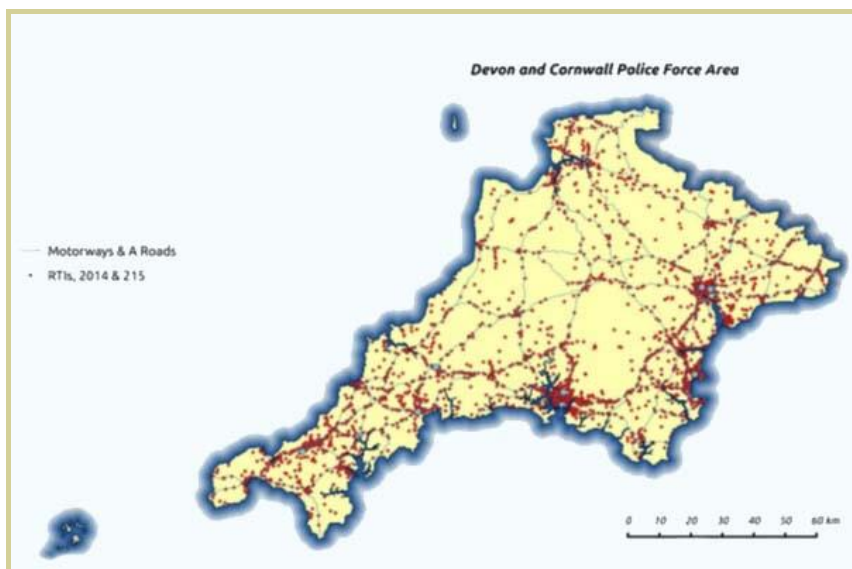
Collision data	3 months	6 months
Fatal/serious Collisions	9%	8%
Total collisions	14%	8%

The table in Appendix 1, which provides incident analysis for each of the 27 policing sectors, also includes a specific line for motorway incidents and shows a greater level of seasonality – at 30% of the three-month summer period and 23% for the six-month summer period. While motorway incident numbers are low (as we have only 24 miles

of motorway in our area) the impact on available police resources of a motorway incident or of a main arterial road such as the A30, A38 or A361 can be significant.

Road closures and recovery operations can last for several hours and require multiple units to deal with the aftermath of the incident. As you would expect road traffic incidents are spread right across our geography – occurring on main arterial routes and on remote rural roads.

Map 2: Road traffic incidents are spread across our entire geography 2014 and 2015



The number of people killed and seriously injured is a considerable concern for the Police and Crime Commissioner and the Chief Constable and is the top issue raised by the resident population. In 2018 59 people were killed on our roads and a further 794 were seriously injured and levels of KSIs have been consistently well over 800 for the past few years. This has required us to make additional investments to seek to deal with the impacts we face to keep our rural and coastal communities safe and moving.

Missing persons

Devon, Cornwall and the Isles of Scilly have high levels of elderly population and are an outlier for suicides. This is indicated by the high levels of missing people which the Force deal with on a daily basis. Given the scale and isolation of our geography, with large remote areas and 730 miles of coastline responding to missing person reports can be a considerable investment of resources. This includes the deployment of the National Police Air Service (NPAS) to support in searches.

Devon and Cornwall Police deal with on average around 9,000 missing person reports each year with on average 1,300 classified as high risk and around 7,000 classified as medium risk. On average we respond and search for 25 missing people per day, however in peak summer months this increases to an average of 31.

The seasonal impact on the volume of missing people reports that the police have to respond to in Devon, Cornwall and the isles of Scilly is considerable.

Table 10: Missing persons Seasonality analysis for three years to March 2019

Missing Persons	3 months	6 months
High Risk Missing Person Reports	11.6%	18.3%
All Missing Person Reports	12%	17%

In 2018 and the first six months of 2019 Devon and Cornwall Police utilised support from NPAS 214 times for missing persons or concern for welfare – representing 51% of total actioned calls. In 2018 55% of actioned calls to NPAS were for these categories of use. Over the 18-month period this is a cost of almost £1.1 million.

4.2.3 Immediate Response times and the summer surge

Response times to incidents across a geography of 4,000 square miles with one of the lowest rates of police officers per square mile presents challenges all year round. We have a large volume of coastal towns all across our 730 miles of coastline and 34,000 residents living in the Dartmoor National Park as well as hundreds of small and medium sized communities spread across our inland areas.

During the six-month summer period challenges arise from a lack of availability of resources for deployment due to increased calls for service but also impacts on travelling times due to increased road traffic across our extensive road network. Comparing urban, rural and overall attendance times within 20 minutes for immediate incidents between July and January shows that our 19 rural policing sectors are particularly affected by response times in summer. This is likely to be due to a combination of resource availability, travel distances and the dispersed nature of our population. Appendix 2 contains a breakdown by policing sector for immediate response times within 20 minutes for July 2019 and January 2019.

In July 2019 across the police force area 66.3% of immediate incidents were responded to within 20 minutes compared to 73.3% in January 2019. The median attendance time for July 2019 was 15 minutes and three seconds.

Looking specifically at our rural policing sectors only three of the 19 policing sectors is above the average of 66.3% and only four achieved a median time above the force average, with the Launceston sector only achieving an attendance time of 20 minutes in 41.2% of incidents.

4.3 Impact of summer surge on Control Room Demand

- The Control Room faces considerably higher levels of calls across the summer period and call volumes remain on an upward trend.
- Demand through 999 and 101 calls is highest in the shorter three-month period from July to September with an 18.5% increase in 999 calls and a 22.4% increase in 101 switchboard calls.

In 2018/19 Devon and Cornwall Police received 1,010,461 requests for service. Telephone calls for service show considerable seasonality increases, which peak at a 22.4% increase in calls to the 101 switchboard in the period July to September.

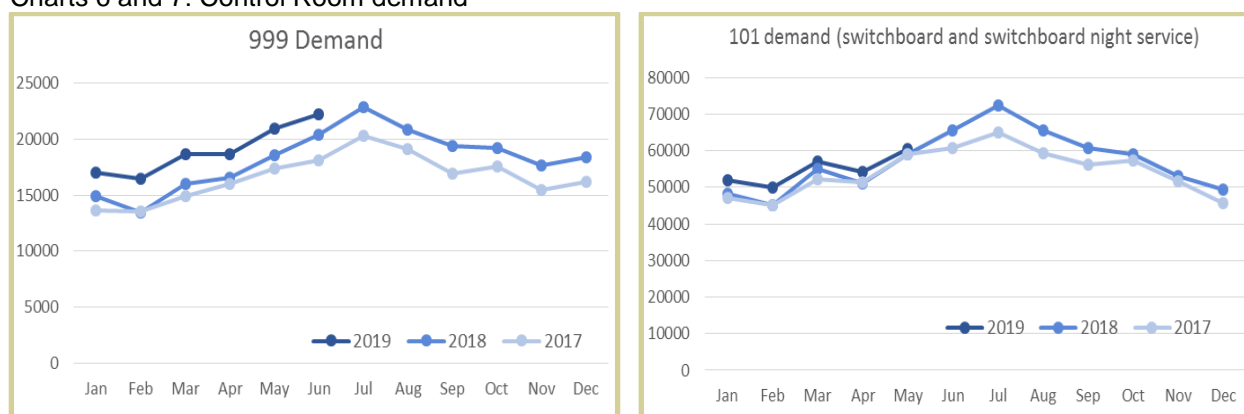
Table 11: Control Room Demand seasonal impacts (July-Sept) and (Apr-Sept).

	3 months	6 months	Timeframe
999	18.5%	17.3%	3 years to Sept 2018
Switchboard (101)	22.4%	19.4%	2 years to Sept 2018
Missing persons calls	7.5%	12.3%	3 years to Sept 2018
Bluelight	12.1%	11.5%	3 years to Sept 2018

The switchboard data goes to 2 years rather than 3 due to the limited timeframe of the data set.

On an average day 2,333 calls are received, of which nearly 600 calls are for 999 and 1,735 are for the 101 service. On 7th July 2018 Devon and Cornwall Police received 1,128 calls to 999 – nearly double the daily average. Call volumes continue to increase.

Charts 6 and 7: Control Room demand



4.4 Impact of summer surge on training, leave, overtime and wellness

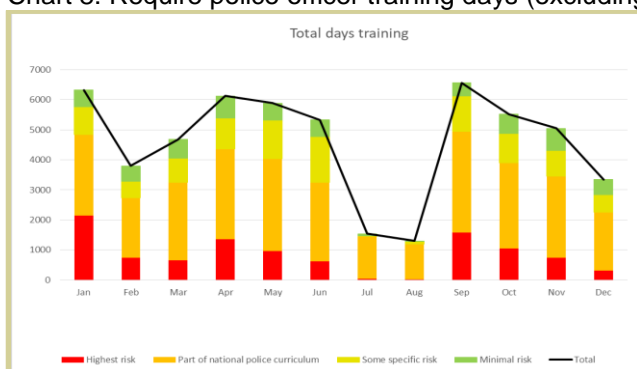
- There is a 14% increase in required police officer training days in every other month of the year due to required reductions in training in July and August.
- Control Room overtime for the four-month June to September period accounted for 53% of the annual overtime in 2016/17.
- Appetite for overtime is reducing as staff prioritise their own welfare although it is still high at 42% for that four month period. To protect the welfare of our staff and maintain services to the public we have invested in new technology to improve Control Room operation, including the new IVR system.

4.4.1 Police officer training

Police officers are required to undertake a considerable amount of training, commensurate with the role they play in protecting the public. Abstractions for training across the year are higher due to the need to reduce training in the peak summer period of July and August which impacts further on front line delivery.

The graphs below show total police officer training days for 2019/20 and the total number of training courses (this data excludes firearms training and new recruit training). The training requirement increases by 14% in all other months to accommodate the reduced provision in July and August.

Chart 8: Require police officer training days (excluding firearms and new recruits) 2019/20



The impact on driver training is critical in a large rural force such as ours to keep us mobile. Driver training days are on average 18% higher for the other ten months of the year, due to the lack of training available in July and August.

4.4.2 Overtime for police officers and other front line personnel

Police officers

Although we are not a particular outlier in police officer overtime when compared to other forces, this is not a reflection of demand, as we are limited by our current financial envelope.

Patterns and peaks in overtime for police officers appear both in respect of the central summer period of July to September and in the earlier summer season when overtime is examined with all overtime related to Ops removed.

Recent experience is that officer appetite for overtime is reducing, due in large part to wellness concerns. This makes the introduction of new investments to remove pressures from the front line through innovations such as the Incident Resolution Centre (IRC) and Enhanced Record Taking Team essential. Such investments will ensure we can provide core services to our dispersed communities and maintain officer wellness in the face of the summer surge in demand.

Control Room staff overtime

Similarly there are notable peaks which reflect both summer and the impact of absences/absence in other months in the Control Room, again limited by our current financial envelope and by reducing staff willingness to take on overtime due to wellness issues.

Proportion of annual overtime within the four month period June-September by year

2016/17:	53% of 12,358 total hours
2017/18:	39% of 12,382 total hours
2018/19:	42% of 11,607 total hours

A reduction in percentage of overtime in 2018/19 and the total level of overtime during that year against a backdrop of increasing demand is a reflection of a reducing willingness from staff to perform overtime. This has been influenced by the pressures faced by staff working in the Control Room environment and changes to overtime payment arrangements. This further reiterates the need for core investments in improvements to our 101 non-emergency service. These investments are needed to ensure we can meet the demands of rural and coastal communities for contact with the police in the face of the summer surge.

Appendix 1 - Seasonality of specific crime times and seasonality of incidents across Devon, Cornwall and the Isles of Scilly by policing sector

Table 12: Recorded crime: three-year average seasonality to September 2018

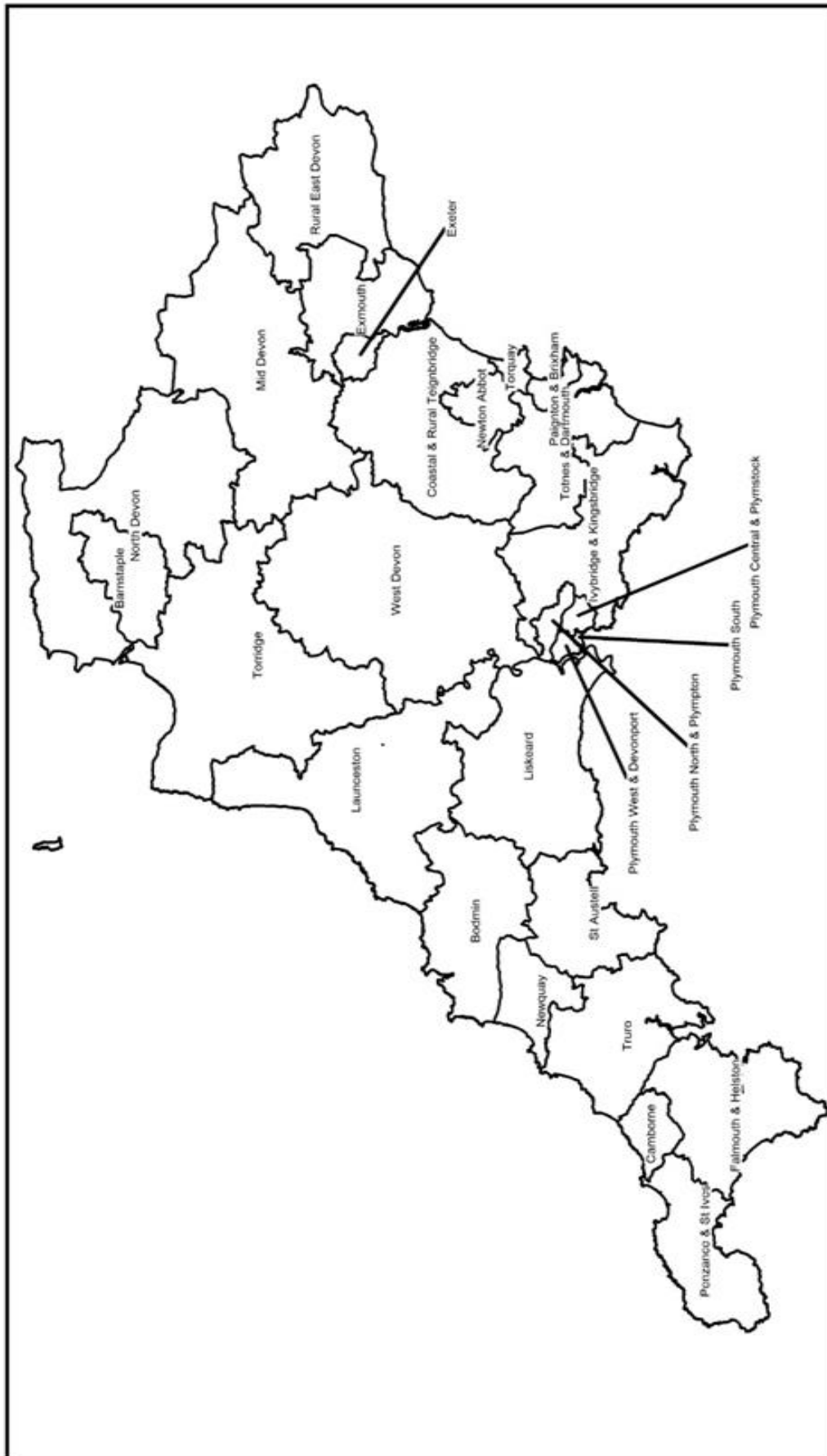
	3 months	6 months
Other Theft	25.5%	25.0%
Public Order Offences	23.0%	24.4%
Burglary Dwelling	11.3%	18.3%
Possession of Weapons	8.5%	13.3%
Vehicle Offences	16.0%	12.7%
Violence with Injury	10.2%	12.6%
Burglary Non-Dwelling	17.4%	11.1%
Violence without Injury	8.3%	9.8%
Criminal Damage	7.0%	6.9%
Shoplifting	5.6%	6.1%
Rape	5.0%	5.1%
Other Offences	0.2%	4.4%
Other Sexual Offences	1.9%	2.2%
Robbery	8.1%	1.6%
Possession of Drugs	-1.5%	-1.2%
Trafficking of Drugs	1.3%	-8.1%
Grand Total	11.1%	11.7%

Devon and Cornwall Police crime data used for analysis.

Table 13: Seasonality of incidents by policing sector

2016-2018 Incident Data	3 month seasonality	6 month seasonality	Rural or Urban
Barnstaple Sector	6%	7%	Rural
Bodmin Sector	22%	18%	Rural
Camborne Sector	5%	9%	Urban
Coastal & Rural Teignbridge Sector	18%	19%	Rural
Exeter Sector	8%	9%	Urban
Exmouth Sector	17%	19%	Rural
Falmouth & Helston Sector	12%	14%	Rural
Ivybridge & Kingsbridge Sector	14%	14%	Rural
Launceston Sector	16%	14%	Rural
Liskeard Sector	13%	15%	Rural
Mid Devon Sector	8%	8%	Rural
Motorway	30%	23%	N/A
Newquay Sector	33%	30%	Rural
Newton Abbot Sector	12%	10%	Rural
North Devon Sector	19%	22%	Rural
Paignton & Brixham Sector	16%	21%	Urban
Penzance & St Ives Sector	19%	24%	Rural
Plymouth Central & Plymstock Sector	7%	9%	Urban
Plymouth North & Plympton Sector	12%	14%	Urban
Plymouth South Sector	15%	14%	Urban
Plymouth West & Devonport Sector	8%	11%	Urban
Rural East Devon Sector	16%	19%	Rural
St Austell Sector	14%	13%	Rural
Torquay Sector	17%	16%	Urban
Torridge Sector	11%	12%	Rural
Totnes & Dartmouth Sector	19%	17%	Rural
Truro Sector	17%	11%	Rural
West Devon Sector	12%	13%	Rural
D&C	14%	14%	

Fig: Devon and Cornwall Police 3 year data for total incidents seasonal impacts in core summer (July-Sept) compared to the rest of the year (Oct-June), and the extended summer (Apr-Sept) compared to (Oct-March).



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Appendix 2 – Immediate Response Times at 20 minutes by policing sector

Table 14: Immediate Response Time Performance at 20 minutes by policing sector (urban and rural) – January 2019 and July 2019 (receipt to attendance)

	Jan-19			Jul-19		
	Attended	Median (Min/sec)	% attended 20 mins	Attended	Median (Min/sec)	% attended 20 mins
Devon and Cornwall	5597	13:26	73.3%	6770	15:03	66.3%
Rural sectors						
Barnstaple	174	11:00	83.9%	181	12:48	75.6%
Bodmin	140	14:26	69.9%	195	17:56	54.4%
Coastal & Rural Teignbridge	227	18:39	54.2%	275	18:56	53.1%
Exmouth	157	14:06	73.2%	240	15:19	65.8%
Falmouth & Helston	155	14:16	69.0%	186	13:36	65.6%
Ivybridge & Kingsbridge	98	18:06	61.2%	123	17:44	59.3%
Launceston	157	18:48	52.2%	204	24:03	41.2%
Liskeard	117	16:54	57.6%	258	19:09	54.7%
Mid Devon	188	15:58	64.4%	222	17:25	57.0%
Newquay	153	11:12	77.8%	199	12:14	76.9%
Newton Abbot	179	11:55	83.8%	193	15:15	63.7%
North Devon	99	15:20	63.6%	159	19:39	50.9%
Penzance & St Ives	183	13:54	70.5%	259	16:29	66.4%
Rural East Devon	133	18:21	53.4%	186	19:45	51.1%
St Austell	249	14:13	72.7%	259	16:34	61.4%
Torridge	145	15:37	66.9%	159	18:47	55.7%
Totnes & Dartmouth	88	19:54	50.0%	85	20:16	48.2%
Truro	210	13:26	76.2%	296	12:14	62.8%
West Devon	135	19:10	52.6%	175	20:52	47.4%
Urban Sectors						
Camborne	237	11:20	80.6%	293	12:44	77.1%
Exeter	472	11:34	82.4%	550	11:52	80.9%
Paignton & Brixham	208	14:14	72.1%	245	16:14	63.3%
Plymouth Central & Plymstock	296	10:55	87.2%	301	11:12	82.1%
Plymouth North & Plympton	303	13:00	78.2%	370	13:22	74.8%
Plymouth South	296	09:07	90.2%	345	09:34	86.7%
Plymouth West & Devonport	312	12:43	83.3%	379	13:44	74.9%
Torquay Sector	362	13:04	74.9%	382	14:31	66.2%