

'Safer Together'

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

2015 refresh



PCC
Office of the Police
and Crime Commissioner
Devon and Cornwall

The Police and Crime Plan 2014-2017 (2015 refresh)

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INTRODUCTION FROM TONY HOGG, POLICE AND CRIME COMMISSIONER

This is the third annual version of my Police and Crime Plan and it reflects what you have told me you want from your police force.

My vision remains straightforward and is unchanged from last year:

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

The plan gives us a blueprint to help achieve that and is at the heart of everything we do.

I am pleased that I can point to some real achievements in my first two years.

- ✓ we have kept police officer numbers above 3,000 – by now the former Police Authority had planned to have 200 fewer than that;
- ✓ a big cut in summer crime – which came after we insisted the Force looked at how it managed its resources during the busiest periods;
- ✓ and a successful overhaul of the 101 non-emergency service – which came after my office instigated a root and branch review of the service;
- ✓ a continued cut in the costs of this office – next year my office will cost the public less than the former Police Authority did in its final year.

I work on your behalf to ensure Devon and Cornwall Police is delivering the kind of service you need, make decisions about how the Force is funded and make sure that the Chief Constable oversees the effective and efficient delivery of this Plan.

I assure you we are working hard to mitigate the impact of continued funding cuts which requires fresh and innovative thinking, such as our closer working relationship with Dorset Police, if we are going to meet this challenge.

You tell me that you want to see ‘bobbies on the beat’ and I remain adamant that neighbourhood policing is vitally important. I also hear calls to prioritise a range of other issues such as domestic abuse and child sexual exploitation.

This revision of the plan for 2015/16 coincides with the launch of new PCC Victim Care Unit arrangements in Devon and Cornwall which means that victims of crime can access high quality, timely and specialist support to help them deal with the impact of crime and to move forward.

I am pleased with the progress we have made so far but there is much more still to do. I ask you to join me to play any part you can in making this work for the benefit of all of us who live in or visit this wonderful part of the country.

Tony Hogg
Police and Crime Commissioner

“This refresh of the Police and Crime Plan for 2015/16 sets out my continued vision of working in partnership to make communities stronger and to keep people safe.

The six Priorities set out in last year’s Police and Crime Plan remain in place. In addition specific focus has been given to how we tackle child sexual exploitation, safeguarding, domestic abuse, sexual offences and cyber crime. Improved co-ordination and further activity is needed from all agencies to ensure that we keep our communities safe. This increased focus reflects the findings of the Peninsula Strategic Assessment which has been prepared by the Community Safety Partnerships to build a clear picture of issues and risks within our area.

This Plan supports the decision of entering into a Strategic Alliance with Dorset Police – this bold step will provide much-needed financial savings but makes good business sense too. We will look to build on this collaborative approach further.

I have met with many community groups, members of the public, volunteers, public sector officials and of course police officers and staff since taking office. I am struck by the real enthusiasm from all I meet to work together for the benefit to the public – cutting through bureaucracy and inertia to make a difference. This energy and commitment to change is more important today than it has ever been as we face continued budget cuts from central government.

The OPCC will continue to ensure that this Plan is backed up with effective partnership working that goes beyond what we must do together and explores where we can protect resources by choosing to work more collaboratively. “

THE POLICE AND CRIME PLAN PRIORITIES



In addition to these six priorities, the Commissioner remains committed to:

- Maintaining an ongoing discussion with the public – through active and open dialogue and debate - to ensure that the public's views on the issues we face are understood and to improve understanding between the police and the public.
- Effective scrutiny of performance and efficiency measures within the police and wider criminal justice system; challenging under-performance and praising success; and by involving the public in scrutiny through open debate not just of the police but of the work of partners as well as of the Commissioner and his office.
- Making decisions based on evidence and informed by strong and wide-ranging engagement to ensure that public views are well understood, especially the views of diverse community groups.
- Keeping this plan under regular review. Remaining alert to emerging threats and issues and being responsive – adapting our approach and priorities as needed.
- Strict compliance to high standards in public office and thorough scrutiny of the Force's compliance with the Code of Ethics.
- Supporting staff and officers' welfare during times of uncertainty and change.

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

“My overriding priority is still to make Devon and Cornwall and the Isles of Scilly a safer place. We must put victims at the heart of everything we do, we must bring offenders to justice and we must reduce levels of reoffending in our area. I want to focus on the priority areas identified in the Peninsula Strategic Assessment and give greater focus to important issues such as child sexual exploitation, domestic abuse and cyber crime.”

Devon and Cornwall and the Isles of Scilly have lower levels of crime than most other areas of the country. Rates of burglary and vehicle crime are some of the lowest in the country. The likelihood of becoming a victim is lower now than in past years. However, levels of violent crime and sexual offences in our area are too high. In the last year, a greater focus has been given to work to prevent the exploitation of children and other vulnerable people in the light of events in areas including Rotherham and Oxford.

This Plan carries forward important work in a number of areas, including violence, sexual offences and domestic abuse and identifies new actions and activities that will be progressed over the coming year. In addition, a greater focus is placed upon work in a number of areas, including child sexual exploitation and cyber crime, where new strategies are being developed to safeguard our communities.

The Commissioner remains fully committed to neighbourhood policing – which is a cornerstone of community safety and has maintained his pledge to keep police officer numbers above 3000 for the year.

The impact of expected funding cuts is a harsh reality that we all face and we will need to make substantial financial savings in order to address a large funding gap in 2017/18 and 2018/19. Meeting this challenge will only be possible by radically altering the way the police deal with crimes and incidents. More than ever, we need to ensure that resources are used efficiently within the Force to optimise frontline policing and improve contact between the public and police. The Chief Constable will lead important work this year to review the existing policing strategy to ensure that we have a sustainable policing model for the next five years that connects the police and communities. It is inevitable that we will face some difficult choices ahead but our over-riding priority will be to keep the public safe. The Commissioner will ensure that public and partners are consulted as part of this work.

Preventing and reducing crime is essential. Over the years, a target culture and improved investigative techniques pushed the police to focus more on detection rather than preventing crimes happening in the first place. Nowadays, as police budgets face a continued squeeze, that trend must be adjusted – and rightly so. Having fewer victims improves our society and also makes financial sense. Whilst Devon and Cornwall Police has a good record of

preventative policing – a point recognised by Her Majesty’s Inspectorate of Constabulary (HMIC) in its 2014 report ‘Core business’, some policing disciplines nationally have become too distant from a preventative approach.

The PCC has asked the Chief Constable to provide a clear strategy and renewed approach to prevention across all areas of Force business. The Chief Constable has already instigated plans to develop a Prevention Directorate. The Directorate will gather best practice from across the Force and link in with the College of Policing’s ‘What Works’ programme to draw on national experiences. This work will be jointly undertaken with Dorset as part of the Strategic Alliance.

The protection of all vulnerable people including young people is vital but also very resource intensive - placing a growing burden on the police service and its partners. The Commissioner expects Local Authorities, Children’s and Vulnerable Adults Safeguarding Boards, the voluntary sector and people working in learning and childcare settings to fully cooperate and support joint working arrangements to protect the vulnerable. The Commissioner will continue to monitor that Devon and Cornwall Police, working closely with their safeguarding partners, are taking all reasonable steps to protect the public and to apprehend offenders.

Following the publication of the findings of the Independent Inquiry conducted by Alexis Jay OBE into child sexual exploitation in Rotherham, a range of actions are being taken forward nationally and locally. National police guidance on handling Child Sexual Exploitation (CSE) are under review, investigation standards updated and all Chief Constables have signed up to an action plan of improvement. This includes additional training being delivered to frontline staff and officers by the College of Policing. Her Majesty’s Inspectorate of Constabulary is working with other inspectorates to assess how public organisations are working together to protect children. To support this, the Commissioner has asked the Chief Constable to make the case for the additional resources he sees necessary in order to address this area of growth. He has also increased his funding contribution to the Safeguarding Boards in Devon and Cornwall for 2015/16. The Commissioner expects local authority partners to take a similarly strong stance to demonstrate their commitment to preventing CSE through the provision of adequate funding and resources.

It takes courage for victims of crimes in their childhood to come forward to the authorities. The Commissioner wants to provide help to these victims, regardless of whether they wish to report a crime. These victims may prefer to seek counselling, support or simply discuss options available to them. The Commissioner will establish a dedicated referral and support service to provide independent and impartial advice to people who are the victims of a historic incident. The Commissioner hopes that with this additional help some victims may feel able to report the crime so that the police can take action.

The Commissioner continues to be concerned about the levels of reported sexual offences and domestic abuse within Devon and Cornwall. The impact of these offences on the victim are often devastating. Greater action is needed to deal effectively with cases brought to our attention, to focus on preventative action to reduce the risk of harm and to encourage victims to come forward and seek help and support.

We know that victims of deeply personal crimes such as sexual offences and domestic abuse can often be reluctant to turn to anyone for help or report the offence to the police. There could be many reasons why a victim may be unwilling to come forward. The police continue to work to better understand what causes some victims not to approach the police to report a crime. HMIC's report into domestic abuse in 2014 found that Devon and Cornwall Police provided a comprehensive service to high-risk victims but found some areas of police process that should be improved because they did not allow for a consistent service to all victims. The Chief Constable is addressing these now.

The PCC is clear that the police must improve its understanding in this area in order for it to work more effectively to improve reporting. Reported crime in these areas is up. This may, in whole or in part, be due to increased confidence to report but there is no clear picture. The PCC has challenged the Chief Constable to increase reporting levels and we need to understand whether recent rises in levels of sexual offences are a result of increased confidence or an increase in offending levels. The PCC will commission a study of victims to hear directly what barriers exist in the criminal justice system and how they might best be overcome.

Cyber-crime is a generic term that covers offences that are dependent on ICT (such as on-line grooming, and computer hacking) or crimes enabled by the speed and reach offered by ICT (such as fraud, theft and buying/selling scams). This is a growing area of demand on policing and poses an increasing threat to the public. Digital technology is now part of most people's lives yet criminality goes largely unreported. It is essential that police officers have the capability to deal confidently with the cyber elements of everyday crimes, including the gathering of evidence and intelligence. Over the coming year, the Chief Constable will develop the Force's understanding of the nature of the threat posed by cyber-crime and establish a strategy to address this threat. This will include enhancing the Force's capacity and capability to deal with volume cyber-crimes and by contributing to the national intelligence picture.

As resources are stretched, the importance of local activity that brings together partners to address anti-social behaviour, low level crime and community safety issues is becoming increasingly clear. For the police to continue to have the support and confidence of communities, it is essential that we listen to public concerns and priorities and take account of them. For example, the PCC continues to receive public concerns regarding traffic violations and parking enforcement. Public agencies need to work together to provide a better response to these issues.

The police and their partners must continue to work to understand the community safety matters that impact local neighbourhoods. The PCC expects that priorities raised by the public affecting their local areas are properly captured by the police, local authorities, Community Safety Partnerships and other partners and are addressed appropriately, including by health partners and the Health and Wellbeing Boards. The PCC also expects that proactive engagement should take place with the public to gather their views in more general terms but also to encourage communities to help themselves through better prevention and signposting to support and advice.

In 2014, the Commissioner undertook a detailed study of the non-emergency 101 service. This study revealed that the service being provided to the public was unacceptable. Whilst the quality of staff in the centres was high, the length of time a caller had to wait to get through to someone who could help was generally far too long. The report set out a number of recommendations that the force has immediately started to implement. This year the Commissioner expects to see waiting times reduce dramatically as the investments in new technology and people are fully implemented. All aspects of performance will be kept closely under review to ensure that the public receive an acceptable 101 service going forward.

Finally, the Commissioner has always believed that offenders should bear more responsibility for the cost and wider impact of the crimes they commit. Existing legislation does not allow direct charging to offset some of the costs imposed on the police for dealing with offenders. However, for the year ahead, the Commissioner will continue to explore new ways of making offenders more accountable and to pass some of the costs to them rather than onto the taxpayer.

The Commissioner will:

- Keep crime levels low by focusing primarily on prevention and on reducing reoffending and anti-social behaviour and explore ways to further develop the evidence base to better inform crime reduction and prevention strategies.
- Work with the Chief Constable to establish a sustainable policing strategy for the next five years.
- Support neighbourhood policing and keep police officer numbers above 3000.
- Require a continued focus by the police on the key threats identified in the Peninsula Strategic Assessment (PSA).
- Work with Health and Wellbeing Boards to align the PSA with Joint Strategic Needs Assessment (JSNA).
- Establish a helpline, maintained by an independent third party, offering advice to victims of historic abuse in Devon and Cornwall, including those who feel their concerns were not properly dealt with at the time.

- Work closely with partners to increase the reporting and tackle incidents of domestic abuse and sexual offences.
- Seek a clear assessment of the risks posed by cyber-crime and the production of necessary resourcing proposals to address them.
- Support crime reduction activities by commissioning services through Community Safety Partnerships and directly from Youth Offending Teams and support from Sexual Assault Referral Centres.
- Actively encourage and enable greater involvement by citizens and communities to support policing.
- Encourage the business community to work closely with the police to help deter crime and detect offenders.
- Ensure communities have effective means to articulate their community safety concerns and that the Chief Constable ensures that appropriate steps are taken by the police working with partners to respond to them.
- Hold the Chief Constable to account for delivering the improvements to the 101 non-emergency service as set out in the 101 improvement plan and local engagement plans.
- Continue to seek ways to ensure that offenders bear the responsibility of their actions.

The Commissioner expects the Chief Constable to:

- By 31 August 2015, put forward proposals for a sustainable policing strategy and structural model for the next five years with prevention at its core.
- By 31 July 2015 present a new workforce resourcing model that maximises frontline services and reflects the preventative approach to policing.
- Support the new independent, historic abuse helpline for victims of crime in Devon and Cornwall through support and awareness raising in Force and amongst the public.
- By 31 July 2015, present an assessment of the threat, harm and risks posed to Devon and Cornwall by cyber-crime and a plan to address them.
- Set out the Force's approach to tackling Child Sexual Exploitation in Devon and Cornwall including taking appropriate action against historic child abuse when new information comes to light and identify any additional resourcing requirements.
- To protect and keep safe vulnerable people, through integrated working arrangements with partners, including co-locating services and the rollout of the agreed Force-wide safeguarding approach.
- Reduce the risk to victims in the area of domestic abuse and effectively tackle perpetrators of domestic abuse, to reduce repeat victimisation and repeat offending.

- Improve the service provided to victims of rape and serious sexual assaults through the actions of the police and through effective working with other criminal justice agencies.
- Actively encourage the increased reporting of hate crimes and set out his plans for improving understanding of the reasons for non-reporting of hate crime and how he will work to increase confidence to report.
- Actively encourage the increased reporting of rape and other sexual offences and work with the PCC and research partners to build a clearer understanding (locally and nationally) of issues that affect reporting and which deter victims from engaging with the wider criminal justice process. In particular, to commission research (to report within 24 months) to understand the drivers and barriers that may deter reporting and/ or discourage victims of sexual offences from engaging with the criminal justice system.
- Actively encourage the increased reporting of domestic abuse and to work with partners to better understand why victims may not be engaging with services and to identify new ways to increase engagement with support services and the criminal justice process.
- Find new ways to work with communities, businesses and citizens to help prevent offences occurring and to increase community resilience to crime.
- Deliver a high quality and accessible call-centre function for emergency and non-emergency calls, ensuring all callers receive the support they need in a timely fashion.
- Make the improvements to the 101 service that were agreed with the PCC following his 2014 review of the service.
- Deliver our required contribution to national policing priorities including those set out by the Home Secretary in the Strategic Policing Requirement and work with partners across the peninsula to prevent violent extremism in our communities.

The Commissioner will work with partners to:

- Strengthen and maintain services which help prevent crime occurring, such as early intervention, prevention and recovery services and to explore how different services can support each other.
- Promote, engage with and support the historic abuse reporting helpline.
- Help ensure partnership responses to Child Sexual Exploitation reflect best practice and lessons learned from local and national reviews and that the appropriate level of resources are made available.
- Support Children and Adult Safeguarding Boards in their work to scrutinise and report upon the adequacy of prevention arrangements by the police and partners.
- Focus on protecting the most vulnerable members of our society and supporting the wider roll-out of the revised safeguarding arrangements.

- Ensure that local Health and Wellbeing Boards see community safety as part of their agenda by working with Community Safety Partnerships and others to recognise its impact on community safety and on individual health and wellbeing.
- Work collectively with each other and the police to build a better understanding of emerging threats through improving information sharing and developing a broader evidence base.
- Help manage and rehabilitate prolific offenders within the community by providing timely access to pathway services such as housing and employment.
- Examine how they can help us improve the accessibility to and service received by people calling the 101 service for non-police matters.

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

“I want us to work together to reduce the social, economic and individual cost of alcohol-related crime and harm. We need to encourage a more responsible drinking culture and generally reduce tolerance for alcohol-related harm. To achieve this we need to improve education and awareness, drive forward legislative reform where there are gaps and pursue offenders vigorously.”

Reducing alcohol-related harm in the peninsula remains a priority for the PCC. Good work is already being carried out within the peninsula by the police, community safety partners, voluntary organisations and others, but further action needs to be taken. We must all work together if we are to reduce the harm that alcohol-related crime has on our society. We need to ensure that we have a good collective understanding of the issues, that we champion good practice and we deploy the right solutions.

The Peninsula Strategic Assessment estimates the cost of alcohol-related crime and harm in the area to be over £360m per annum. Whilst responsible drinking is not a problem, excessive drinking poses a number of threats to the safety of our communities, which need to be addressed. The Commissioner has particular concerns about the role that alcohol plays both in offending and in making individuals more vulnerable to becoming a victim of crime across a wide range of offences. These crimes impose significant costs on public services and most importantly they damage communities and individuals, especially children. We have one of the highest rates of violent crime in the country of which over 50% are related to alcohol. Concerted action needs to be taken to turn this problem around and to improve the safety of our communities.

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

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

The Plan sets a clear expectation that we have a proactive and tough response to alcohol-related offences and anti-social behaviour and that licensing processes and laws are used effectively and promptly to tackle problem premises and areas. In addition, the OPCC is working with the police and local authorities to progress peninsula-wide activity to tackle alcohol-related crime and harm to make the best use of the existing licensing mechanisms and enforcement powers available. However, there is a clear understanding from many

professionals that there are large gaps in current regulations that will require national action and legislative change to close.

We will invest in raising awareness and improving education about alcohol-related harm – working collaboratively with partners to build upon existing best practice, as well as supporting new initiatives. The Commissioner will look to work with alcohol retailers and publicans to help address some of the problems in our area – recognising that they too have a responsibility to play an active role.

The PCC has been persuading Health and Wellbeing Boards of the need to place a greater focus on alcohol harm, as well as broader community safety matters generally, in their strategies.

Nationally, as Chair of the PCC Alcohol Working Group, the Commissioner will continue to work to influence government policy on alcohol and to promote and spread best practice on tackling alcohol-related crime and harm. There are a number of areas where legislative change is needed – to ensure we have the right tools in place to help us manage these issues. Action is needed to improve existing mechanisms such as the late night levy, clearer action is required on alcohol pricing – in particular to prevent the sale of super strength low cost alcohol-particularly white cider. We will continue to lobby MPs, Ministers and Government officials for greater action in these areas over the coming year.

The Commissioner and the Chief Constable remain concerned about the impact of ‘pre-loading’ on alcohol-related crime and on the management of the Night Time Economy (NTE) in our area. The arrival of large numbers of intoxicated drinkers into the NTE at a fairly late hour is placing a significant strain on policing and on others involved in the management of the NTE. While we need to do more to understand both the scale and impact of pre-loading, recent studies indicate that levels of violence and sexual assaults increase when it occurs. In addition, people make themselves increasingly vulnerable to becoming a victim of crime. Under this Plan, we will continue to take a series of steps on pre-loading, including work to better understand the growing threat posed by pre-loading, actions to help support the NTE in managing the impact of pre-loading and initiatives to improve education and awareness. We will work closely with a wide range of partners, including retailers and licensees, to drive forward progress. Following the successful pilot of a ‘door staff’ breathalyser scheme in Torquay in December 2014 we will look to roll-out similar initiatives to suitable areas over the coming year to help deter pre-loading and reduce crime within our night time economies.

The Commissioner will:

- Champion a more responsible approach to the sale and consumption of alcohol across the peninsula and seek a shift in cultural attitudes towards crime and anti-social behavior that is fuelled by excessive drinking.
- Campaign for a more responsible approach from retailers to help reduce the harm and crime caused by alcohol.
- Advocate a more responsible approach from all licensees where harm is minimised and tolerance for unacceptable behaviour is low.
- Raise awareness and improve education about the harm caused by alcohol, in particular to raise awareness amongst young people and parents.
- Support community safety work on alcohol through commissioning funds.
- Highlight and promote best practice in preventing and reducing the impact of alcohol-related crime and anti social behaviour (ASB), and will support the roll-out of proven initiatives like the pub and club breathalyser scheme within the area.
- Work with the Chief Constable and partners to support the availability and use of alcohol awareness courses as a way of reducing alcohol-related reoffending and anti-social behaviour.
- Lobby the area's eighteen Members of Parliament and Government directly, and work with the media to support partnership alcohol strategies.
- Lead the Association of Police and Crime Commissioners' work to tackle alcohol misuse by engaging with Government and the drinks trade.

The Commissioner expects the Chief Constable to:

- Reduce alcohol-related crime, working across urban, coastal and rural settings.
- Work with partners to reduce alcohol-related violence and alcohol-related abuse in the home.
- Maintain effective policing operations by deploying the full range of police powers effectively to pursue and deter drink drivers.
- Effectively target locations in which alcohol-related crime and anti-social behavior repeatedly occur.
- Make good use of licensing mechanisms to manage problem premises and if needed to seek their closure.
- Deploy the full range of police powers available to address alcohol-related crime and disorder problems.

- Work with the Commissioner and others to raise awareness and improve education on alcohol-related crime and harm.

The Commissioner will work with partners to:

- Make alcohol a major focus of local Health and Wellbeing Boards in the coming years.
- Protect and enhance key recovery and support services through better integration, and to improve the availability and outcomes of alcohol treatment arrangements.
- Secure effective management of their Night Time Economy (NTE) areas to reduce harm and boost community safety.
- Expand the pubs and clubs breathalyser scheme across Devon and Cornwall in areas where it is appropriate.
- Effectively deploy the range of legal and licensing measures that are available to address alcohol-related crime and disorder problems, such as Fixed Penalty Notices and Dispersal Notices.
- Ensure that licensing processes are robust and that police concerns are fully considered.
- Support them in examining new ways to address alcohol issues in their licensing areas; including the use of restricted hours, late-night levies and tighter licensing controls.
- Encourage a proactive approach to licensing enforcement, including the use of test purchasing.
- Enhance the local data picture on alcohol-related crime and other impacts of problem alcohol use on our communities.

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

“I will take significant steps to ensure policing is financially sustainable in the long term. I have allocated substantial sums from our reserves to support policing over the next four years but we will need to have balanced the books by 2018/19. This means that our income must match our expenditure without any further reliance from reserves from this date forward. I will work with the Chief Constable to drive for further efficiency and to actively explore all avenues to deliver the savings we require. We will create significant savings through the Strategic Alliance with Dorset as well as other collaborative ventures. In particular, I will ensure that the market is considered as an option in all appropriate areas and that market principles are adopted throughout police business securing excellent value for the taxpayer. We will generate greater income from our own resources by developing unused properties, through charging for services and by exploring new ways to raise funds to offset the continued budget reductions.”

Like most public services, policing budgets are being continually squeezed and we face significant financial challenges now and in the years ahead. Government grants to policing are reducing year on year. Our area is already served poorly by the national policing grant – receiving £10 less per head of population than the national grant average and with no additional funds to reflect the impact on policing caused by the influx of tourists each year.

For 2015/16, the Commissioner received £289m to fund policing and community safety work across Devon and Cornwall and the Isles of Scilly - some £9m less than forecast. This places increased pressure on what is already a very challenging efficiency programme looking to find £29m of savings by March 2019. Much good work has already been undertaken but we still need to find the final £10m of this figure.

The Government has continued with its policy of diverting significant funds away from local policing towards national initiatives such as the College of Policing, Her Majesty’s Inspectorate of Constabulary and the Police Innovation Fund. It is clear that central Government funds to local police Forces will continue to fall. The PCC has heard from many people that they do not wish to see these cuts resulting in a reduction in police officer and Police and Community Support Officer (PCSO) numbers. Therefore the PCC is considering whether there is local public appetite for paying more for policing to protect front line services. Any increase that breaches the Government-set council tax cap would require public support via a referendum. This is not a step to be taken lightly and the Commissioner will test public views later in the year before making any final decision.

Efficiency, economy and value for money are not new concepts in the public sector. As we strive to meet these long-term challenges all options will be considered and we will face some

tough decisions. We need to revisit the way policing services are delivered against a background of reduced central funding and growing demand, whilst also looking at ways to bring more money into policing.

The Chief Constable is leading work to develop a sustainable policing model for the next 5 years. This review will look at making the best use of the existing resources based upon a prevention and demand management approach. The PCC will monitor these developments closely whilst the HMIC's new inspection programme will provide an independent view on the effectiveness of this approach.

Aligned to this, further innovation is needed to provide the public with more opportunities to access police services via the web. This will go towards meeting the public's growing expectations whilst also being more efficient and reducing demand on the police. Where savings are identified, we will work closely with the police to ensure we realise those benefits and convert them into real cash savings to reduce our cost base. We will also look into the options open to us to bring more money into policing both by generating receipts through the redevelopment of outdated and unused police buildings and by exploring sponsorship and other fundraising opportunities.

We fully recognise that we are not alone in facing financial pressures of this magnitude and we will continue to work closely with partner agencies, the public, communities and the voluntary sector to identify areas where we can maximise our collective resources. Policing and law enforcement is a fundamental cornerstone of society and we must do all we can to protect policing from shrinking any further. The commercial sector has more experience than the police of dealing with financial fluctuations and continuing to deliver its core business. The PCC believes the time is right to begin to look to how private industry can work with us in finding efficiencies in service delivery. This is not a new idea - the public sector has worked very successfully with the private sector for a number of years. It is accepted that some will find this an uncomfortable step but it is a necessary one in order to protect police officer and PCSO numbers as far as possible. This should be seen as a positive move – using the best of the public and private sectors to enhance services to the public whilst limiting the impact on police numbers.

In 2014 we developed a Financial Roadmap¹ identifying opportunities to deliver savings, increase efficiency and generate additional income through innovative practices. This development work has now been completed and over the coming year we will take forward initiatives in a number of areas to help meet the financial challenge we face, including work to develop unused properties within the police estate to develop them for sale or rental. By developing these sites directly, we can invest more funds in policing. We will also be developing a clear approach to fundraising – exploring wider opportunities to generate funds for policing from both the private and public sectors including areas such as sponsorships and endowments.

¹ Available on the OPCC website here <http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/The%20Financial%20Roadmap%20-%20March%202015.pdf>

We will also ensure that the Strategic Alliance with Dorset Police delivers the agreed budget reductions to the agreed timescales. During this implementation period, we shall continually challenge to ensure that all further appropriate savings are realised. We believe this bold step will help deliver improved policing services to the public, increase resilience across the peninsula by sharing resources and combining expertise and cut costs through reducing overheads. This will be complemented by a renewed focus on broad collaboration and joint working with the emergency services, local authorities and the private sector where appropriate.

The costs of the Commissioner's Office will remain under regular review to ensure they provide value for money. The second phase of our internal efficiency review will be taken forward in the coming year to bring the OPCC costs below £1.55m by the end of 2015/16.

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

There are a number of emerging crime areas such as cyber-crime, child sexual exploitation, online fraud and the radicalisation of the vulnerable where investment is required to deploy additional resources. In addition to this, criminal investigation is becoming increasingly complex through the opening of historic cases and cross-border investigations. The PCC has asked the Chief Constable to provide a clearer picture of the resource requirements to tackle these emerging threats. In recognising there is a longer-term challenge that cannot be addressed solely through the redeployment of existing resources, the PCC is making an additional £1.2m available over three years to address these areas.

The Commissioner will:

- Implement the Financial Roadmap and continue to keep it under review in order to provide a clear direction for future years to remove the structural deficit.
- Provide financial support (through the use of reserves) to make necessary investments that are required to help us deliver a balanced budget in line with the Medium Term Financial Strategy.
- Continue work on the implementation of the Strategic Alliance with Dorset Police ensuring that business cases are of high quality and that delivery is closely scrutinised identifying and producing quantifiable benefits.
- Lobby our national government to deliver a better police funding settlement for Devon and Cornwall and the Isles of Scilly.
- Improve our funding position by generating new income streams for Devon and Cornwall Police through a clear fundraising strategy and by developing surplus properties within the police estate to maximise their sale or rental value.

- Bid for funds from the Home Office's Police Innovation Fund to support collaboration, partnership working and innovative policing in our area.
- Campaign for a greater share of Proceeds of Crime Act funds to be allocated to police rather than be retained by central government.
- Support our economy by working with the Chief Constable to explore ways in which we can get our highways reopened more quickly following road accidents – including through investment in technology and equipment.
- Ensure value for money in the operation of the Commissioner's office and look to make efficiency savings wherever possible.

The Commissioner expects the Chief Constable to:

- Effectively manage the implementation of the Strategic Alliance with Dorset achieving promised savings and other benefits to agreed timescales.
- Work to implement the Financial Roadmap through exploring all options for collaboration, income enhancement and efficiency savings.
- Deliver the efficiency savings already identified, and drive forward the Force's existing change programme to ensure we can realise maximum benefit, including work with regional colleagues across the South West and local partners in the wider emergency services and local authorities.
- Work to make policing more efficient across our area.
- Deliver clear and measurable improvements in productivity by reducing sickness absence, reducing bureaucracy and improving the effective use of IT.
- Work with the PCC to help generate new income streams for Devon and Cornwall Police, in particular by working together on the:
 - establishment of a clear fundraising strategy and
 - development of surplus properties within the police estate to maximise their sale or rental value as a commercial enterprise.

The Commissioner will work with partners to:

- Bring forward new ideas and proposals, and help to identify areas where collaboration or new service approaches might deliver savings or generate income - for example, with the Voluntary and Community sector.

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

“I am determined to play an active role in ensuring that the criminal justice agencies work more effectively together to improve the overall service to the public. All of us that are involved in the administration of the system – from the courts, to prosecutors, to the police and probation - must make sure that we provide an effective service that meets the needs of victims, witnesses and our society overall.”

Criminal justice represents a broad range of complex services and judicial processes provided by a number of different organisations. Criminal Justice System (CJS) partners have a reciprocal responsibility to co-operate in the best interests of the area it serves. The Commissioner has an important role to ensure these organisations collaborate whilst respecting individual jurisdictions.

The PCC welcomes the continued commitment of partners to work together to seek improvements to the service provided to the public and victims of crime. Criminal justice agencies have the collective responsibility for providing a more victim-focused service to the public whilst delivering against substantial efficiency targets within their organisations.

Reprimands, fixed penalty fines, restorative justice and other out-of-court disposals provide the police with an efficient means for dealing with less serious crimes and avoid clogging up courts with minor offences. It is essential for public confidence that such sanctions are used appropriately and proportionately. The PCC will improve the transparency of the use of out-of-court disposals by establishing an independent scrutiny panel to review a cross section of cases in Devon and Cornwall. The scrutiny process will involve expert oversight from Magistrates bench chairs. Further input will be sought from Her Majesty’s Courts and Tribunals Service, the Crown Prosecution Service and Youth Offending Teams.

Since taking office, the PCC has built upon the working relationships between partners whilst criminal justice services have undergone radical transformation. The newly announced Community Rehabilitation Company (CRC) Working Links, will be managing the majority of low to medium risk offenders by delivering new services to rehabilitate offenders and working closely with the National Probation Service to escalate cases where necessary. The CRC is required to work in co-operation with the Commissioner and other agencies to provide an efficient and effective criminal justice service for Devon and Cornwall.

The PCC will also expect the CRC to play its full part in contributing to partnership delivery participating with Community Safety Partnerships, Safeguarding Boards, Youth Offending Teams and to co-operate with Multi-Agency Public Protection Arrangements (MAPPA). Although Working Links is formally accountable to the Ministry of Justice through a contractual arrangement, the Commissioner will expect to see the development of a local performance framework to ensure that local services are being delivered effectively.

Following these significant changes to rehabilitation services, it will be essentially important for the criminal justice delivery landscape to settle and provide a seamless service and protect the public. The Commissioner will look to receive assurance from all statutory agencies that the arrangements put in place are working effectively.

Given the fundamental changes indicated above, the continued pressure on organisational budgets and demand from emerging crime types, this part of the Police and Crime Plan has been refined to the areas of transforming summary justice, mental health, restorative justice, witness services and the use of out-of-court disposals.

Mental health service provision in Devon and Cornwall is inadequate. People in a mental health crisis in Devon and Cornwall are likely to receive a poor and uncaring service. Too often, the police are required to provide care because of deficiencies in NHS provision. The fact that the police are regularly required to detain someone in custody for their safety due to a shortage of NHS beds is unacceptable. Whilst the number of such incidents is reducing slightly, it remains of concern. The shortage of services is receiving national attention with the Government putting pressure on local health commissioners to urgently work to introduce a better service. The PCC and police were instrumental in developing a new Section 136 multi-agency protocol launched in March 2015. In addition, new money from Government to fund custody-based Liaison and Diversion arrangements has helped improve services to the vulnerable.

The PCC has committed over £100,000 of matched funding to continue mental health triage services based in the police control rooms. This service allows frontline officers access to mental health professionals for advice and specific information on the street. This proven model ensures that those people with mental health problems are better directed to effective care destinations such as known family carers or other local provision. We applaud Devon, Torbay and Plymouth health services for providing their matched funding for this service and will continue to discuss with Cornwall NHS providers whether they are content to not have such a scheme in operation.

The CJS must continue to make strides in making better and more widespread use of technology to support services to the public and reduce the time police officers and lead professionals spend away from the frontline. The roll-out of mobile data and 'virtual' courts are a good step forward but must be integrated into a wider improvement to efficient working practices in order for them to bring the financial benefits necessary from the time and cost of investment. Where appropriate, the PCC will use his seat on the National Criminal Justice Council to push for greater action and support in this area.

The Commissioner will:

- Campaign for greater action by partners on mental health to prevent people entering the criminal justice system including the use of street triage and Section 136 arrangements unnecessarily and to ensure Liaison and Diversion schemes are suitably catered for within the criminal justice system.

- Develop a PCC-led out-of-court disposal scrutiny process to make sure they are used appropriately.
- Actively support the digitisation of the CJS through supporting innovation and collaboration opportunities locally and nationally.
- Monitor the handover to the new rehabilitation service providers locally to ensure an efficient and effective service is provided during and after transition.
- Support work to deliver the national improvement plan to transform Summary Justice.

The Commissioner expects the Chief Constable to:

- Work with other agencies to support delivery of an effective Criminal Justice System for our area.
- Ensure that police documentation and inputs into the wider Criminal Justice System are of a consistently high quality and to work with the Crown Prosecution Service to identify and address any process issues.
- Make use of new national data on the outcome of investigations to better understand where there are barriers and blockages, which might prevent the Force achieving successful outcomes for an investigation, and to make improvements as appropriate to address them.
- Ensure the provision of custody services across Devon and Cornwall remains efficient and effective.
- Actively support the delivery of the Transforming Summary Justice plan.

The Commissioner will work with partners to:

- Scrutinise the operation of new rehabilitation services to ensure that they reflect local needs and to escalate any issues as required.
- Ensure provision of the required support for people suffering from mental health issues to avoid them entering the police environment unnecessarily.
- Join the national campaign for a greater level of support for those suffering from mental health issues.

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

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

For this Police and Crime Plan, the PCC has chosen to place particular emphasis on the delivery of the new Victims Care service. Being subjected to a crime is harrowing and stressful. Support services need to be readily and freely available at times of need. Victims need access to information and support to aid their recovery and reduce their chances of being a victim again. Victims should also have their needs assessed to ensure the support provided best meets the individual’s requirements.

During 2014, the OPCC undertook a substantial change programme paving the way for a new Victim Care Unit by overhauling the existing service, provided in most cases by a single service, to one incorporating over 60 different charities, voluntary, social enterprise and community groups. The new service, which launched in the spring of 2015, will signpost victims of crime to a wide range of support and care providers to assist them to cope and recover from their experiences.

Victims of the most serious crimes, those persistently targeted and intimidated or vulnerable victims such as children will receive an enhanced service. This is now a legal entitlement under the Victims Code and the PCC will play an important role in ensuring the criminal justice system and service providers fulfil their responsibilities.

The dedicated Victim Care Unit (VCU) will provide victims with a new level of support and ensure compliance with the Victims Code, with vulnerable victims receiving a higher level of care. This is an exciting new approach and presents the opportunity to greatly improve the service to victims. The PCC will be monitoring the delivery of the new service carefully. During the course of the next twelve months the PCC will look to build on and improve the services provided for witnesses.

The commitments to victims also extends in certain circumstances to having a say in the sanction imposed upon the offender(s). Whilst this will not always be appropriate, victims are entitled to receive information about Restorative Justice and where suitable the police must put suitable safeguards in place to protect the victim. The PCC will further develop the Restorative Justice solutions available to victims by working with Community Safety Partnerships to establish and fund improved services in their areas. The PCC is keen to see equality of provision across Devon and Cornwall.

The PCC is committed to ensure the success of this new initiative and will look to partner agencies to fulfil their statutory responsibilities to work with the OPCC to ensure the success of the VCU and to raise awareness of the service.

It is recognised that such a new service represents a bold new approach and one that is in its infancy. To ensure that the service is providing the best care to victims and is fulfilling its requirements in the Victims Code, the PCC will commission a review after approximately one year of the VCU's launch to ensure its effectiveness and identify any areas for improvement.

The PCC is committed to making further progress in giving victims and witnesses greater prominence in the criminal justice system. Progress is being made but more needs to be done to move to a position where the victim's needs are looked at in the round and individual agencies work collectively in the best interests of victims. The Regional Criminal Justice Board is a powerful forum comprising the leaders of the criminal justice agencies in the south west. This Board represents a good opportunity to drive for the improvements that need to be seen. Each member represents an organisation with reciprocal responsibilities for victim care and justice. The PCC will continue to contribute to the good work of this Board and look to all agencies to play its full part in enhancing services.

The Commissioner will:

- Champion victims' interests, nationally and locally.
- Deliver a high quality, effective and improved service for all victims of crime through the Victim Care Unit.
- Improve the options available to victims on how offences are dealt with through commissioning a range of restorative justice solutions.
- Advocate the importance of a victim-focused Criminal Justice System which delivers high quality services for victims and society, according to need.
- Evaluate the new Victims Care Unit after 12 months to ensure victims' needs are being met.
- Drive forward implementation locally of the new National Victims Code.
- Fund wider services which provide support for victims through the commissioning process and directly through funding of Sexual Assault Referral.
- Engage and respond to the views and needs of victims, working closely with support groups and partners to ensure the needs of victims from diverse communities and vulnerable victims are properly understood.
- Ensure that Restorative Justice services are available to victims of crime across Devon and Cornwall, by providing funds through Community Safety Partnerships to co-ordinate and pay for local service provision.

The Commissioner expects the Chief Constable to:

- Ensure the operation of an effective and high quality Victim Care Unit and provide appropriate training and support to ensure the service remains efficient and effective.
- Ensure that the needs and interests of victims are well understood within the Force including taking steps to better understand and subsequently act upon the reasons why some victims of domestic violence, sexual violence and hate crime are reluctant to report.
- Put in place arrangements to ensure that victim personal statements can be used within the Criminal Justice System in an effective and timely manner.
- Protect and keep safe vulnerable victims through integrated working arrangements with partners, including the use of co-location, as appropriate.
- Ensure victims of crime are provided with information about Restorative Justice services to meet their entitlement in the Victims Code and that a referral pathway is maintained to enable victims to access restorative justice services.
- Maximise opportunities to divert young people from career criminality through appropriate use of restorative justice outcomes.

The Commissioner will work with partners to:

- Promote awareness of the new victims services directory and continue to shape the future of victims' services in our area.
- Improve signposting and referral systems for existing and new services so we can make sure victims get the best possible service according to their need.
- Help protect vulnerable victims, through integrated working arrangements with partners, including co-location.
- Ensure that there are local arrangements in place, via the Community Safety Partnerships, for the receipt of restorative justice referrals and their allocation to service providers to help victims of crime.

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

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

Crime prevention and community safety is the responsibility of every one of us. Individuals and communities have the potential to play a significant role in helping the police to cut crime and to make our areas safer. The financial pressures we face mean we need to look to develop the police volunteering base across Devon and Cornwall.

The Commissioner remains determined to see a transformation in the support and management of people who wish to help their communities stay safe by volunteering with the police. Wider involvement in policing can help build confidence in the police, improve understanding of their work and can also help to aid transparency.

Notwithstanding the good work by current volunteers, the management infrastructure to support them is not yet fully developed. The PCC expects the police to establish an effective volunteer programme supported by appropriate resources and an effective management system. The PCC will be looking to the Chief Constable to provide visible leadership in this area.

Volunteering, whilst undertaken willingly, does not mean it is ‘free’. The well-established Special Constabulary is an example. Specials give their time freely to the police service yet the cost of training, kit and equipment provided to them to carry out their excellent work comes at a financial cost. This is a sound investment and it is on this basis that the Commissioner believes that more can and should be done to encourage the public and the police to work more closely in a wider policing family.

There is already a good base to build upon. Volunteers already provide assistance to the community by monitoring CCTV footage to aid the investigation of crimes, conduct reviews of people detained in custody and undertake community safety awareness raising initiatives such as Speedwatch and Boatwatch. This is a developing picture with more to be done to ensure volunteers are encouraged, welcomed and well supported.

The Commissioner expects the Chief Constable to make available and promote new opportunities for volunteers to support the police by freeing-up officers from tasks that keep them away from the frontline. It is hoped the greater emphasis on prevention will provide further opportunities here. A strategy and supporting arrangements will be put in place and the recommendations from the independent review of police volunteering, commissioned by the PCC in 2014, will be implemented.

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

The Commissioner will:

- Champion and enable greater involvement by citizens and communities to support policing, and help keep their communities safe including ways to prevent crime occurring.
- Provide grant funding and support, when appropriate, to help initiatives get off the ground.
- Encourage businesses to work more closely with the police to help deter crime and apprehend offenders.
- Maintain the PCC Awards Scheme
- Assess the recommendations from the volunteering in policing review to improve opportunities for community involvement.

The Commissioner expects the Chief Constable to:

- Implement approaches that put a greater focus on crime prevention to reduce demand on the police, particularly in peak summer months.
- Develop new ways to work with citizens and communities in policing, crime prevention and community safety and in particular how they can help manage demand on the police.
- Deliver at least 150,000 hours of service per annum by Special Constables distributed across the Force area by the end of the Plan period and take forward the agreed recommendations of the 2015 review of the Special Constabulary.
- Seek new ways of utilising Special Constables in particular to utilise their skills to support delivery in specialist areas and their location to support visible local policing.
- Deliver a significant increase in hours of service per annum by other volunteers (non-Specials) in policing across Devon and Cornwall by the end of the Plan period.

- Ensure the public, local councils and other representative groups have a variety of opportunities to raise neighbourhood community safety matters with the police and partners and that they receive timely answers on the action taken by the police.
- Implement the recommendations from the volunteering review.
- Improve engagement, support and infrastructure within Devon and Cornwall Police to ensure the long term sustainability of volunteering and satisfaction of volunteers.

The Commissioner will work with partners to:

- Improve the opportunities for the public to volunteer with the police and seek their support to implement the recommendations from the volunteering review.
- Ensure the public, local councils and other representative groups have a variety of opportunities to raise neighbourhood community safety matters with the police and partners and can receive timely answers and feedback to partners' issues.
- Assist with the establishing of networks and promote opportunities for the public to participate in policing more effectively through guidance, support and advice.

ANNEX 1: PERFORMANCE AND CRIME MEASURES

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

We have identified the overall outcomes that we expect to be delivered by police and other partners in support of each of the six priority areas described in the plan. These are:

1. To make our area a safer place to live, work and visit - reducing the likelihood that people will become victims of crime.
2. To reduce the crime and harm caused by the misuse of alcohol.
3. To make every penny count in protecting policing for the long term.
4. To promote an effective criminal justice system for our area, delivering a high quality service for victims, witnesses and society.
5. To deliver a high quality victim support service across our area.
6. To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer.

To help us to judge progress against these outcomes we have identified a suite of performance measures that we can use to describe where we are on track to deliver these outcomes and more importantly to identify where more work is required to ensure that the level of progress meets the expectation described in the Plan. These measures we have described as headline measures.

However, we understand that in some of the more complex areas of performance a single measure or indicator may mask concerning trends or require additional information to set the information in context.

We are also firmly of the view that while quantitative measures can inform the process of assessing performance against the overarching outcomes, the final judgement of whether we are on track to achieve each outcome needs to be made in context of a range of information both qualitative and quantitative. The power of performance management comes from the narrative debate that supports this.

In reporting against the performance management framework set out below, it is our intention to provide a narrative of the context of the quantitative measures where appropriate, in order to support the judgement of how performance is progressing against the overarching outcome.

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

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

This priority area is one where we have paid particular attention to the national debate about the reliability of crime data. Reflecting on this debate, we have decided to focus the measures on two different aspects of crime. Firstly, there are the areas of criminality where the Commissioner expects the Chief Constable to continue to deliver reductions. These are offences such as burglary, vehicle crime, violence, criminal damage, theft and shoplifting. The second main area of focus is on those potentially high risk areas of crime where the evidence suggests that victims are sometimes reluctant to come forward to the police. These include domestic abuse, sexual offences and hate crimes. In relation to this second area of crime, the Commissioner is asking the Chief Constable to work effectively with our partners to increase victims' confidence to come forward and report these offences and to ensure that when they do come forward they receive a high standard of support, based on the victim's needs.

In addition to measures of criminality, we have also focused on three key enablers of service delivery, the ability of victims and the public to contact the police to report an incident, a measure of how confident the public are in the service provided by Devon and Cornwall Police, and the Commissioner's commitment to maintaining officer numbers above 3000 in 2015/16.

The review of the service provided in Devon and Cornwall to people calling 101 undertaken by the Commissioner in the last performance year, identified that where a caller managed to get through to someone who could help them, that the service they received was good. However, it also highlighted that for many callers there were significant barriers to getting through to this point. The performance measures that we have identified focus on ensuring a high standard of service throughout the caller's journey from first point of contact through to the service provided in response to the call. The current process for dealing with 101 calls does not allow the amalgamation of the first point of contact with the point at which someone can help the caller. However, this will change in the course of 2015/16 with the implementation of a new telephony system. A transformation of performance in the end-to-end process is anticipated when this happens.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To make our area a safer place to live, work and visit - reducing the likelihood that people will become victims of crime	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	Total number of recorded crimes per 1000 population	Subject to performance in victim based crime, Domestic Abuse, sexual and hate crime.
			Victim based crime specific to rural areas	TBC data being prepared - due by July 2015

			Victim based crime specific to urban areas	TBC data being prepared - due by July 2015
			Number of recorded domestic burglary offences per 1000 households (1)	Current good performance should be maintained at <1.8 offences per 1000 households
Number of recorded domestic abuse crimes and non-crime incidents	Increased public confidence to report		Victim satisfaction with support and outcome	Surveying commencing April 2015. Baseline to be established by end of July 2015 subject to volume
			Numbers of recorded repeat victims of domestic abuse as proportion of all recorded Domestic Abuse	TBC data being prepared - due by July 2015
			Home Office outcomes framework measure	Baseline to be established by end of July 2015
Number of recorded rape and sexual assault offences	Increased public confidence to report		Victim satisfaction with support and outcome	TBC data being prepared - due by July 2015 subject to volume
			Home Office outcomes framework measure	Baseline to be established by end of July 2015
Number of recorded hate crimes	Increased public confidence to report		Home Office outcomes framework measure	Baseline to be established by end of July 2015
Average time taken to answer Force Enquiry Centre calls	Transformation of performance is required data TBC		Average time taken to answer 101 calls at first pick up	Baseline to be established by end of Sep 2015
			%age of 101 callers satisfied with the overall service	Satisfaction rate of more than 80% is expected
%age of 999 calls answered in target	Current good performance of 87% of 999 calls answered in target should be maintained		Average time taken to respond to prompt and immediate incidents (attended incidents attended in target)	TBC data being prepared - due by July 2015

	Public confidence from Crime Survey of England & Wales 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		
	Police officer establishment (above 3000)	Minimum 3,000 officers required at least until May 2016	Proportion of workforce allocated to operational frontline duties	Current good performance should be maintained

1 Domestic burglary is specifically measured as a good proxy for overall police service

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

The evidence is clear that alcohol plays a significant role in offending. It can often make people more vulnerable to becoming a victim. It is a particularly prominent feature of the violent crime landscape in our area with crime records indicating that at least 37% of violent offences are alcohol-related. Considerable work has been undertaken over the last 12 months in order to improve the reliability of the alcohol-related violent crime measure. The latest assessment suggests that compliance in this area is now sufficiently robust for this information to be used to track performance.

Our understanding of this area has developed over the last year and the evidence that we have reviewed indicates a shift towards less serious violence. This shift is apparent in a reduction in the most serious violence category of offending and also in ongoing increases in violence without injury.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To reduce the crime and harm caused by the misuse of alcohol	Number of recorded violence with injury offences per 1000 population (excluding Domestic Abuse)	Improvement in performance is expected by reducing the rate of offending below 6.5/1000 population		
	Number of most serious violence with injury offences per 1000 population (excluding Domestic Abuse) (2)	Improvement in performance is expected with continued reductions		

	Number of recorded violence without injury offences per 1000 population (excluding Domestic Abuse)	Improvement in performance is expected by reducing the rate of offending per 1000 population	Number of recorded violence against the person (excluding Domestic Abuse) offences per 1000 population (3)	Improvement in performance is expected by reducing the rate of offending per 1000 population
	Number of recorded alcohol-related violent crime offences per 1000 population (excluding Domestic Abuse)	TBC data being prepared - due by July 2015		

2 Most serious violence with injury = Grievous Bodily Harm and wounding offences

3 Violence against the person = homicide, violence with injury and violence without injury offences (excluding domestic abuse offences)

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

In this challenging financial climate, it is essential that we ensure we are taking all necessary steps to deliver sustainable efficiency for the future. We have developed a package of performance measures to better understand and track the progress that is being made. The measures identified in this area have necessarily attracted more formal targets in specific areas in order to ensure that the savings that are required are delivered within reasonable timeframes. In addition, many of the measures will not be delivered by the Force in isolation. Other organisations including the OPCC and Dorset Police will also be accountable either exclusively or in collaboration with Devon and Cornwall Police for delivery.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To make every penny count in protecting policing for the long term	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	Increase performance and effectiveness through the implementation of business cases	Total costs per head of population reduce by £5 per head (after excluding all other elements of cost and income change)

	OPCC costs (excluding commissioning)	To maintain operating costs at 2015/16 levels in real terms	Keep OPCC office costs (excluding commissioning) within 0.6% of annual Net Revenue Expenditure	Continued initiatives to reduce cost (4)
	Development of public and commercial fundraising streams	To be fully operational by April 2017	Improvement in income generation	To generate £1m in additional income in the year 2018/2019
			Increase income generation through specified projects	Earned income to increase by 60p per head of population

4 This is dependent on the office not taking on new functions

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

Once again, the measures in this area will be delivered in collaboration with the police's criminal justice partners. The reported experiences of vulnerable adults and children held in police cells have rightly provided a focus on reducing the number of Section 136 detentions through closer partnership with health and other partners.

The last year has seen the introduction of a new national outcomes framework that will give greater clarity to the reasons for offences failing to achieve a positive outcome. This will allow us to more effectively identify and address problems. The new framework will focus on ensuring that the right outcome is achieved for each offence. Alongside this we have established data describing the disposals achieved against specific offences. We will assess the profile of outcomes and police disposals for different offence categories to ensure that the right outcome is achieved for every victim without unnecessary delays. This will include an assessment of the use of out of court disposals which will be supported by a defined scrutiny process led by the PCC.

In addition we will monitor performance in two key areas which will support better outcomes and a more efficient Criminal Justice System. These relate to police file quality and the time taken to bring a case to court.

Responsibility for reducing reoffending through rehabilitation of short-term offenders has passed to Community Rehabilitation Companies (CRCs). The PCC has a duty to monitor how effectively rehabilitation services are delivered by CRCs and other partners.

Many of these measures are not delivered by the police in isolation but rather by a coalition of partners working together through the Local Criminal Justice Board.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To promote an effective criminal justice system for our area, delivering a high quality service for victims, witnesses and society	Number of vulnerable adults and children held in police cells as a result of S136 mental health act	Transformation of performance is required in collaboration with partners to reduce number of S136 detentions		
			New outcomes framework measure(s) subject to further development	Variable reporting against specific offences - baseline to be established by end July 2015
			Community rehabilitation company performance in reducing reoffending of short term offenders through rehabilitation	Baseline to be established by September 2015
	Focused police activity to improve file quality	Transformation in performance is expected (data TBC by July 2015)	Reduce time taken between recording the offence and court date	Improvement in performance is expected (data TBC by July 2015)

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

The new Victims Care Unit went live in April 2015 and is supporting victims of crime in Devon and Cornwall. It is expected that this will result in significantly more victims with needs being identified and receiving support from both the police through the Victims Care Unit and from partner agencies via support referrals. For this reason, we require a transformation in performance when compared to the previous victim support provision.

All victims should have access to a high standard of service and support, and the Commissioner aspires to ensure that victims in our area are among the best served in the country. The current victim satisfaction measure is based on data provided to the Home Office and although this does allow national comparisons to be made, it only surveys a very limited set of victims. The new Victims Care Unit will support surveying a more extended sample of victims and this data will be developed and eventually replace the current Home Office data in time.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To deliver a high quality victim support service across our area	Number of victims with needs being supported	Transformation of performance is required - victim support figures as baseline	Overall victim satisfaction measured by the Home Office victim satisfaction measure (this will be replaced by a local measure of victim satisfaction with support once baseline data is available)	Improvement in current performance of 83% victims satisfied with the overall experience is expected
	Number of victims being referred to appropriate support agencies	Transformation of performance is required - subject to baseline development by end September 2015		
			Complaints allegation rate per 1000 employees	TBC data being prepared - due by July 2015

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

The Commissioner expects the Chief Constable to work with him to increase community and citizen engagement in tackling crime and increasing community safety. There are already a number of opportunities including volunteers, special constables, neighbourhood and other watch coordinators and the Commissioner is asking the Chief Constable to increase the diversity of volunteering roles and the contribution from the number of hours worked. The Commissioner is also looking for reassurance that the citizens that give up their time to support the police are satisfied with their personal outcomes. In addition, the PCC is asking the Chief Constable to improve the timeliness of the volunteer recruitment process by reducing the number of volunteers that currently take more than 6 weeks to complete the process.

Outcome	Headline Measure	Aim	Supporting Measure	Aim
To encourage and enable citizens and communities to play their part in tackling crime and making their communities safer	Number of hours of service provided by special constables	Minimum of 150,000 hours required	Satisfaction of specials, volunteers and watch co-ordinators	Baseline to be established by end September 2015
	Number of /hours worked by volunteers	Transformation of performance is required in accordance with the Volunteering Review - Baseline to be established by September 2015	Expansion of diversity of roles available to volunteers	Improvement in performance is expected
			Timeliness of volunteer recruitment process	To reduce number of volunteers whose recruitment process exceeds 6 weeks from interview to commencement

ANNEX 2: FINANCIAL RESOURCES AND EXPENDITURE

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

The table below illustrates the budget requirement.

Summary	2015-16	2016-17	2017-18	2018-19
	£m	£m	£m	£m
Base Budget Requirement	289.0	287.7	291.7	291.5
Inflation and other unavoidable commitments	4.2	7.4	3.4	4.7
New Growth Items	0.6	1.2	1.3	0.9
Net Budget before contributions to/from Revenue Support Fund	293.8	296.3	296.4	297.1

The table below illustrates the budget deficit and savings requirements for 2015 to 2019.

Item	2015/16	2016/17	2017/18	2018/19
	£m	£m	£m	£m
Total Net Budget Requirement before savings	293.8	296.3	296.4	297.1
Funding Available	289.5	284.1	280.7	280.6
Gap to be achieved by identified savings and use of Revenue Support Fund	4.3	12.2	15.7	16.5
Contribution (to)/from Revenue Support Fund	1.8	(7.6)	(10.8)	(3.1)
Savings Identified	(6.1)	(4.6)	(2.6)	(5.9)
Unidentified Savings			(2.3)	(7.5)

ANNEX 3: GLOSSARY

APCC – Association of Police and Crime Commissioners. The national body representing PCCs in England and Wales. The APCC supports PCCs in providing this leadership at a national level. By sharing best practice and identifying opportunities to work together, or paying for services jointly, the APCC helps PCCs be more efficient and effective.

ASB - Anti Social Behaviour. The Crime and Disorder Act (1998) defined Anti Social Behaviour (ASB) as “acting in a manner that caused or was likely to cause harassment, alarm or distress to one or more persons not of the same household” (as the defendant). Usually relates to incidents (which are not necessarily crimes). When recorded by the police ASB incidents can relate to things such as youth nuisance, abandoned vehicles, nuisance vehicles and rowdy or inconsiderate behaviour. The perception of the caller is considered when classifying these incidents as ASB.

Best Bar None – A national awards scheme for all licensed premises recognising the partnerships between the licensed trade, local authorities and police.

Crime - An act punishable by law, often used interchangeable with the term ‘offence’.

CCTV - Closed Circuit Television

Code of Ethics – This code, established by the College of Policing, is the highest-level declaration of the principles and standards of behaviour required by the police service

CSP – Community Safety Partnership. The 1998 Crime and Disorder Act established partnerships between the police, local authorities, probation service, health authorities, the voluntary sector and local residents and businesses. The Police work with CSPs across Devon and Cornwall to reduce crime and disorder, consult with people in the area and devise strategies to tackle priority problems.

CJS - Criminal Justice System. The collective name given to the agencies responsible for the prevention, prosecution and punishment of crime. The CJS comprises the police, Crown Prosecution Service, Courts, Prison Service, Probation Service and Community Rehabilitation Companies.

CPS - Crown Prosecution Service. The CPS is the principal prosecuting authority for England and Wales, acting independently in criminal cases investigated by the police and others.

CRC – Community Rehabilitation Company. CRCs will manage lower and medium risk offenders in the community, referring cases to the National Probation Service where there's an escalation of risk. CRC's are run by private sector organisations, large charities and probation mutuals. In Devon and Cornwall the CRC is Working Links.

CSE - Child Sexual Exploitation is a type of abuse in which children are sexually exploited for money, power or status.

Dispersal Notice – A mechanism whereby a police officer and a Police Community Support Officer has the power to instruct a group of people to leave an area.

DV - Domestic Violence. Any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members regardless of gender or sexuality.

Financial roadmap – An exercise to identify the areas of the Police Force that have the potential to make further savings or increase income to support the efficiency requirements for 2016/17 and 2017/18.

Front-line Policing - Front-line policing is any activity completed by police officers or police staff directly focused on reducing crime and the fear of crime or bringing offences to justice.

FTE - Full-Time Equivalent. This is used to calculate the number of staff employed by hours. For example, one FTE is equal to 37 hours per week.

Hate Crime - Hate crime comprises activity involving homophobic and racial crime. It involves any crime where prejudice against an identifiable group of people is a factor in determining who is victimised.

Health and Wellbeing Boards – A forum where key leaders from the health and care system work together to improve the health and wellbeing of their population and reduce health inequalities.

HMIC - Her Majesty's Inspectorate of Constabulary. HM Inspectors of Constabulary (HMIs) are independent of the police and charged with examining and improving the efficiency of the Police Service in England and Wales.

LCJB – Local Criminal Justice Board. The LCJB works to improve the Criminal Justice System in an area and brings together police, Crown Prosecution Service, Courts and Tribunals Service, Her Majesty's Prison Service, Probation and Youth Offending Services.

Licensing Act - The Licensing Act 2003 requires licensing authorities to carry out their duties with a view to promoting four licensing objectives; the prevention of crime and disorder; public safety; the prevention of public nuisance; and the protection of children from harm. The Act also provides flexible opening hours for premises, with the potential for up to 24-hour opening, seven days a week, subject to consideration of the impact on local residents and businesses.

MAPPA - Multi-Agency Public Protection Arrangements. A partnership of the police, probation trusts and prison service to ensure the successful management of violent and sexual offenders.

MARAC - Multi-Agency Risk Assessment Conference. The MARAC process is a countywide strategic response to domestic violence and abuse that aims to increase identification of victims at very high risk of serious harm from domestic abuse; and then to produce a multi agency risk management plan to reduce the risks to victims, their children and any other vulnerable person in the household.

NTE – Night Time Economy. Economic activity which occurs between the hours of 6pm to 6am and involves the sale of alcohol for consumption on-trade (bars, pubs and restaurants).

OPCC – Office of the Police and Crime Commissioner. The organisation and staff supporting the Police and Crime Commissioner to exercise his responsibilities.

PCC - Police and Crime Commissioner. The PCC is a statutory position responsible for the totality of policing in a police Force area. The PCC, who is elected every four years by the public, must maintain a police force, ensure the Force is efficient and effective, publish a Police and Crime Plan setting out the strategic direction for policing, hold the Chief Constable to account for the performance of the police force and set a budget for policing. The PCC must also decide on the amount to raise through local taxation by way of a levy on the police element of the council tax.

PCSO - Police Community Support Officer. PCSOs are uniformed staff with a range of powers to work closely with regular officers as part of a neighbourhood policing team. Their role is to provide a highly visible and reassuring presence across the area.

POCA - Proceeds of Crime Act. Legislation enabling criminal justice partners to seize criminal assets

Police and Crime Panel – A board of local authority councillors and independent members whose role it is to scrutinise the actions and decisions of the Police and Crime Commissioner. In particular, the Police and Crime Panel has the power to veto the proposed precept on the Council Tax and a proposed candidate for the position of Chief Constable.

RCJB - Regional Criminal Justice Board. RCJB's task is to harness the collective resources and expertise of organisations across the south west to bring more offenders to justice, support victims of crime and witnesses and to provide rehabilitation services which persuade people to turn away from a criminal lifestyle.

Safeguarding – The duty on public bodies to work together to protect vulnerable people and keep them from harm.

Special Constable - Special Constables are volunteers who work to support regular police officers. Specials are an important link between regular police officers and the community. They have the same powers as regular officers and wear a similar uniform.

Strategic Alliance – A formal agreement between Devon and Cornwall Police and Dorset Police to improve services and reduce overheads. The aim of the Alliance is to sustain the

delivery of local policing and other frontline services. The Strategic Alliance is not a merger or a takeover.

SPR - Strategic Policing Requirement. A framework against which local police Forces are required to provide resources to support national policing demands.

VCSE – Voluntary, Commercial and social enterprise organisations.

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