



**PCC**  
Office of the Police and  
Crime Commissioner  
Devon and Cornwall

**DEVON AND CORNWALL  
POLICE AND CRIME COMMISSIONER**

**ANNUAL REPORT 2014-2015**

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## **FOREWORD FROM TONY HOGG, POLICE AND CRIME COMMISSIONER FOR DEVON, CORNWALL AND THE ISLES OF SCILLY**

I am delighted to present the Annual Report for 2014-2015. This sets out the broad range of work that my office has conducted over the twelve months spanning 1 April 2014 to 31 March 2015.

Over the last year we have been work very hard to deliver the pledges set out in my Police and Crime Plan. Importantly, both my team and me have spent a lot of time out and about across Devon and Cornwall meeting the public, attending events and visiting our excellent police officers and staff at work.

As I do so, I am pleased that more and more people have noticed the positive contribution the OPCC is making to policing and community safety in our area. This report sets out many of those improvements.

I believe the role of Police and Crime Commissioner will continue to evolve with new responsibilities coming in the near future.

I am proud of the work of my office over the last year. We have much still do but it is worthwhile reflecting on the positive developments that have taken place over the last year.

Thank you for taking the time to read this report.

A handwritten signature in black ink, appearing to read 'Tony Hogg', with a stylized, cursive script.

**Tony Hogg**

## **A. DELIVERY AGAINST THE POLICE AND CRIME PLAN PRIORITIES 2014/15**

The Police and Crime Commissioner (PCC) published his revised Police and Crime Plan in March 2014 following a period of consultation with the Chief Constable, key partners, the public and the Police and Crime Panel. The revised Plan contained a number of amendments to the previous plan to reflect the feedback received from consultations as well as new challenges and emerging issues.

The six priorities for 2014-15 were

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

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

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

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

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

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

During the course of the year, work has progressed well in most areas but there remains much work to be done over the coming year. Our work to date on Priority 6 has largely focused on preparatory work to understand the challenges facing volunteering and we will now move forward with a clear programme of action to deliver the PCC's vision for volunteering.

The PCC reports regularly to the public and the Police and Crime Panel on the activities he is taking forward to deliver his priorities and the OPCC publishes a wide range of information to enable people to hold the PCC to account, including quarterly highlight reports which are available on the OPCC website<sup>1</sup>.

On a formal basis, the PCC and his staff appear before the Police and Crime Panel regularly<sup>2</sup>. The Police and Crime Panel is required to scrutinise the actions and decisions of the PCC and make recommendations as necessary. The PCC is also required to present this Annual Report to the Police and Crime Panel and appear before the Panel to answer questions.

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<sup>1</sup> <http://www.devonandcornwall-pcc.gov.uk/about-us/police-and-crime-plan/>

<sup>2</sup> <http://www.devonandcornwall-pcc.gov.uk/about-us/the-police-and-crime-commissioner/police-and-crime-panel/>

The PCC and his team have been out and about at hundreds of meetings, engagement events, talks and community shows in a range of settings throughout the year: answering the public's questions; providing information about policing and the work of the PCC; and looking into issues of concern raised by local people.

This Annual Report also refers to reports published by Her Majesty's Inspectorate of Constabulary (HMIC) during the course of 2014/2015. HMIC did not inspect PCCs in 2014/15 but the PCC is obliged to comment upon HMIC reports concerning Devon and Cornwall Police.

### *Delivery mechanisms for the Police and Crime Plan*

Each of the six priorities is managed through a Strategic Delivery Board which includes representatives from the OPCC and the Devon and Cornwall Police as well as external members. This collaborative approach reflects the 'joint endeavour' of the Police and Crime Plan – overseeing progress and ensuring momentum is maintained. Each Board has developed an Action Plan to drive progress and reports regularly to the PCC and the Chief Constable on progress.

This Annual Report sets out progress against the Plan's six priorities and wider activities of the OPCC, for example on communications and engagement. Clearly, in delivering a wide-ranging and complex Plan such as this, there are a number of activities that cover more than one of the priority areas.

## **PRIORITY 1. TO MAKE OUR AREA A SAFER PLACE TO LIVE, WORK AND VISIT – REDUCING THE LIKELIHOOD THAT PEOPLE WILL BECOME VICTIMS OF CRIME**

**The overriding objective here is to keep crime levels low and to make Devon and Cornwall and the Isles of Scilly a safer place through effective crime and harm reduction strategies. To deliver against this priority we focussed on the areas identified in the Peninsula Strategic Assessment, alongside work with communities, businesses and partners to prevent lower level crimes and to stem emerging problems. The PCC committed to keep police officer numbers above 3000 and to support neighbourhood policing.**

Progress in delivering against Priority 1 is managed through the Performance and Accountability Board. Throughout the reporting period the PCC continued to support Community Safety Partnerships in their work – both financially and practically – and to work with all Health and wellbeing Boards across the two counties on key shared objectives in areas such as mental health, substance misuse and sexual violence. Police officer numbers have been maintained above 3000 officers for the reporting period and overall there has been a reduction in crime levels. Devon and Cornwall remains a safe place to live, work and

visit. The PCC has carried out a review of the 101 service – in recognition of the high levels of public dissatisfaction with current service arrangements and is continuing to press the Devon and Cornwall Police to make progress in this critical area.

### *Performance and Accountability Board*

The Terms of Reference and operation of the Performance and Accountability Board have been reviewed to identify ways in which the process could be improved and a number of changes were made including moving to bi-monthly public Performance and Accountability Boards which rotate between Devon, Plymouth and Cornwall. These meetings are web-cast and are open to public attendance, with an opportunity for the public to meet the PCC after the meeting has concluded. The meetings consider activity against the performance management framework set out in the Police and Crime Plan. In addition the PCC asks a series of questions on behalf of the public – reflecting issues raised directly with the PCC in correspondence about police performance.

Alongside the public meetings we continued a series of regular performance deep dive meetings which assisted the Police & Crime Commissioner gain an in-depth understanding of specific areas of interest and where appropriate invited subject matter experts from other organisations to provide independent advice. The outcomes of these meetings were reported back to the public during the Performance and Accountability Boards.

Achievements towards this priority are primarily tracked through the Performance and Accountability Board. This Board is the PCC's key mechanism for formally holding the Chief Constable to account. Each meeting is open to the public during which questions can be put to the Chief Constable. The public meetings are also filmed and available to view from the PCCtv area of the OPCC website and on YouTube <https://www.youtube.com/user/PCCTonyHogg>.

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

### *The 101 Service Review*

The one issue that the OPCC has received the most concern about from the public is undoubtedly the police non-emergency 101 telephone service. Time and again concerns have been raised by members of the public, local authorities and service providers over waiting times. In response to these concerns and unconvinced by police statistics which claimed high levels of public satisfaction with the 101 service, the PCC commissioned his staff to work with the Devon and Cornwall Police to review the 101 service and make recommendations.

A formal public consultation was conducted which focused on public expectations and experiences for the 101 service. This was gathered through face-to-face consultation at

public meetings and events through the summer and via an on-line consultation which received 730 responses.

A listening exercise was conducted during which every call received during a 24-hour period by the 101 switchboard was logged by a member of OPCC staff. This exercise focused on the nature of the demand into the switchboard and the onward internal demand placed on other areas of call handling and other internal departments. There were 2226 calls logged during this exercise. There were some obvious caveats to the findings most notably that the data capture occurred over a single 24 hour period which may not be representative of wider experience. A two week qualitative listening exercise focused on calls that were routed through the switchboard to the Force Enquiry Centre. This involved listening to more than 70 hours of non-emergency calls taken by the Force Enquiry Centre and focused on identifying any barriers to the call handling process. Again this exercise was used to validate many of the findings from the 24 hour listening exercise and also to explore issues that have emerged from other areas of the analysis. In total 224 calls were surveyed during this exercise. In addition, the control room staff including both call handlers and their supervisors provided considerable insight and feedback to the review during the listening exercises. In addition they were invited to provide additional feedback at several stages throughout the review period.

The PCC's 101 Review Report was published in November 2014 and concluded that significant improvements were required. The report provided a range of recommendations including amalgamating the switchboard and Force Enquiry Centre functions, revisiting the principle of providing 24 hour cover for a non-emergency police contact service, more active and intrusive style of supervision and a better defined role for call handlers. The PCC and Chief Constable endorsed the report and accepted all 12 recommendations. The Chief Constable was asked to develop an improvement plan to address the actions and investment needed and this is now in place.

The review was widely welcomed with interest shown from a number of other police forces and PCCs across the country. The Home Secretary Theresa May also praised the Review and is encouraging other police forces to consider adapting the review findings and recommendations for their own areas. The report is available on the OPCC website at: [http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/PFM\\_REP\\_101\\_Report\\_V3\\_KV\\_141106.pdf](http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/PFM_REP_101_Report_V3_KV_141106.pdf),.

### *Commissioning*

In 2014/15, the PCC awarded a total of £1,704,284 in Community Safety Grants to Community Safety Partnerships across Devon and Cornwall. This method of funding allows the Partnerships to support projects and schemes that are local priorities, as well as contributing to the delivery of the Police and Crime Plan. The funding was used for initiatives to assist the victims of domestic violence, to support drug and alcohol treatment programmes for offenders and work with young people in the community to divert them away from crime. A

further £200,000 was given to the three Sexual Abuse Referral Centres, to ensure the victims of serious sexual assaults have forensic examination and care services, to help them recover from the impact of the crime.




Additional grants were made to Youth Offending Team Management Boards totalling £549,000 to contribute to work with young people committing crime within local communities, to help them rehabilitate and acknowledge the harm caused to victims. Contributions were made to the costs of the Children’s and Adults Safeguarding Boards across Devon and Cornwall as part of the multi agency oversight of the effectiveness of local safeguarding arrangements (£78,000 in total). The OPCC awarded a total of £98,000 in small grants (£5,000 limit per application) to a wide range of organisations from the voluntary and third sector for work focussed on reducing crime and supporting victims in their local communities.’

### THE PCC’S ANNUAL ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 1

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change	Narrative	PCC Judgement
Victim based crime (excluding domestic and sexual abuse and hate crime)	Improvement in performance is expected	64506*	58101	-9.94%	Trends in victim-based crime have been steadily downwards over the current performance year with an overall reduction of 5% in the 12 months to date compared to the previous 12 months. Compared to the three year average (baseline) performance is now approaching the lower control limit (i.e. 2 standard deviations below the three year average). Principle offence categories driving this are the acquisitive offences: burglary dwelling -7%, n=2776, burglary non-dwelling -10%, n=3910, vehicle offences -9%, n=4950, other theft -12%, n=12155 and criminal damage -6%, n=12702.	
Number of recorded DA crimes and non-crime incidents	Increased public confidence to report	27447*	29519	7.53%	Although currently showing an increase against the baseline that suggests that the required attainment is being met this is largely the product of a steep increase in recorded DA in the last performance year. In the twelve months between April 2013 and March 2014 domestic abuse crime and non-crime incidents increased substantially with an 18% increase in recorded DA crime. However during the current performance year the trend has levelled with no change in domestic abuse crimes and non-crime incidents in the 12 months to end of February compared to the previous 12 months. Secondary measures will inform a more accurate assessment of this.	
Number of recorded sexual offences	Increased public confidence to report	1976*	2510	26.96%	Trends in police recorded sexual offences have been resolutely increasing and in particular increases in reporting of historic offences would suggest that this measure is being attained. Again however additional measures are being developed that will increase explanatory power against this headline attainment requirement	
Number of recorded hate crimes	Increased public confidence to report	869*	869	0.00%	Hate crime for the year to-date has reduced by 9% (n=869) as compared to the previous 12 months. This is largely driven by a 14% reduction in public order offences – the largest category of offending in this area. Reductions in this area are as a result of a review of how public order offences are crimed. In the absence of the reduction in this crime category there would be no significant change. Further work needs to be done to understand the factors driving trends in this area.	
%age of 101 callers satisfied with the overall service	Current good performance should be maintained	83.1%†	80.60%	-2.50%	Statistically currently being attained, however the long term trend is slightly downwards albeit not to a significant extent at this point. If it continues to follow this trend this attainment level will be compromised. The Chief Constable has been asked to provide a formal response and action plan to address the issues highlighted in the recent 101 review by the OPCC.	
Police officer establishment (above 3000)	Minimum 3,000 officers required	3000‡	3052.8	52.8	Currently being attained	



## Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

\* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

## **PRIORITY 2. TO REDUCE THE CRIME AND HARM CAUSED BY THE MISUSE OF ALCOHOL**

The PCC has particular concerns about the role that alcohol plays in causing crime and in making individuals more vulnerable to becoming a victim. Alcohol contributes to a wide range of offences including, sexual violence, domestic abuse, hate crime and violence in public places and places significant strain on our emergency services and on communities. A significant programme of work was put in place to address the problems of alcohol harm and to improve the safety of our communities.

The Alcohol Joint Strategic Board was set up in May 2014 to oversee work under this Priority. The Board agreed a multi-year Action Plan<sup>3</sup> based around 5 core workstreams:

### **a) Enforcement activities and licensing, including Evening and Night Time Economy (ENTE)**

- Action to tackle drunkenness and preloading – including the launch of a pilot to target and deter drunkenness.
- Enhancement of local operational activity and identification of local best practice to inform work across the peninsula
- Improving and strengthening licensing practice and policy
- Facilitating and supporting schemes to improve ENTE management, such as
- Enhancing knowledge and awareness within the D&C Police

### **b) Education and Awareness**

- Raising alcohol awareness in young people
- Increasing usage and take-up of Alcohol Diversion Schemes and Alcohol Awareness Courses
- Improving parental awareness of alcohol issues involving young people
- Facilitating work by partners to boost education/awareness in their local area

### **c) Influencing nationally and locally to deliver change**

- Influencing nationally for policy change
- Working with industry to reduce levels of alcohol related crime and harm

<sup>3</sup> <http://www.devonandcornwall-pcc.gov.uk/meetings-and-events/other-meetings/joint-strategic-boards/>

- Enhancing and supporting partnership activity at local level with health and other partners
- d) Preventing alcohol related crime and Anti Social Behaviour (ASB) and supporting community safety**
  - Supporting the provision of local services to reduce the risk of reoffending
  - Reducing access to alcohol for U18s in Devon and Cornwall
  - Preventing alcohol fuelled crime and ASB
  - Supporting alcohol initiatives through the PCC Small Grants Scheme
- e) Research, knowledge and data**
  - Improving data and analysis
  - Undertaking Research Projects to inform our work and the work of others
  - Carrying out gap analysis across the peninsula and spreading best practice

Over the course of the year external membership of the Board has been extended – reflecting a growing interest from partners who wished to become involved in the Board. External membership now comprises PHE England (vacant), Cornwall Council Public Health, Torbay CSP and Plymouth CSP. Activity under the Action Plan has been driven forward in consultation with key partners in Devon and Cornwall, working through the Peninsula Drug and Alcohol Group.

Good progress has been made in a number of areas, and progress has been reported on a quarterly basis in the Police and Crime Plan Update Reports<sup>4</sup>

A number of key developments have been made:

#### *Torbay Breathalyser Pilot*

In December 2014 a pilot was launched in Torquay to help address issues related to alcohol pre-loading. Under the pilot, door staff in 23 licensed premises in Torquay Evening and Night Time Economy were provided with breathalysers to improve identification of people who are too drunk to enter premises. This was a voluntary pilot but the response from licensees was overwhelmingly positive with full take-up across the ENTE. The pilot named #RU2drunk, was based upon a similar scheme in Norwich last year which saw significant reductions in levels of alcohol related violence and drunk and disorderly incidents. The outcome of the trial was evaluated by the University of Exeter. The results of the pilot were very positive, with a 22% fall in Violence Against The Person and a 39% fall in Violence Against The Person in the town centre and the harbour area. The PCC has agreed to support wider roll-out of the initiative and the OPCC are working with the Devon and Cornwall Police to support this.

#### *Responsible licensing schemes*

The OPCC plan to support responsible licensee initiatives progressed with both the Devon and Cornwall Police and the OPCC providing practical and financial support to the establishment of the Exeter Best Bar None Scheme which was launched in March 2015. The scheme has attracted strong interest locally and the OPCC will continue to work with the

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<sup>4</sup> <http://www.devonandcornwall-pcc.gov.uk/about-us/police-and-crime-plan/>

Devon and Cornwall Police and Best Bar None to support the development of schemes in other parts of Devon and Cornwall.

#### *Education and awareness*

The PCC began working with [drinkaware.co.uk](http://drinkaware.co.uk) and other south west forces to look at possible partnership activity to tackle inappropriate sexual activity in the night time economy. This preparatory work will continue in the next reporting period with a view to launching a pilot later in 2015.

The OPCC are also working with Cornwall Council to support local research exploring the receptiveness of young males to different awareness messages. Alongside this the Devon and Cornwall Police have carried out an innovative pilot survey in the ENTE to help improve targeting of future messages via social media. Both of these inputs will be utilised in the coming year as we hone our awareness messages.

#### *Influencing nationally*

In summer 2014 the PCC canvassed support from PCCs nationally for a united approach on alcohol and was appointed the Chair of the new PCC Alcohol Working Group. The Group has established an Action Plan based around three key themes: championing legal reform; promoting best practice in education and operations; and enhancing research and knowledge. Work is progressing under these broad areas and the PCC has been appointed to the Home Office Alcohol and Enforcement Forum on behalf of the group. A large scale survey of PCCs on legal reform is being prepared to inform future policy making and engagement in 2015/16.

#### *Set up activities*

A considerable amount of work has taken place on 'set-up' activities, including working to improve the evidence base, building relationships locally and nationally, improving our understanding of alcohol related crime and harm and piloting new initiatives. Our understanding has improved over the period – including through improvements in data tagging and through the establishment of ARID systems in a number of key Minor Injury Units across the area which was financially supported by the OPCC. However despite improved data collection some significant areas of uncertainty remain – in particular on the linkages between alcohol and domestic violence.

#### *The Year Ahead*


The Action Plan was developed at an early stage of joint working on alcohol and over the course of the reporting period it became clear that some of the activities initially identified for action were unlikely to deliver the envisaged impact, duplicated activity taking place elsewhere within the peninsula or were essentially Business as Usual. As a result of this focus shifted in some areas – to take forward alternative initiatives (such as the co-funding of research with Cornwall Council on awareness messaging) or to redefine activity such as our

move to establish a national policy presence on alcohol for PCCs to seek to deliver legislative reform rather than act individually.




Activities for the coming year will focus on 7 key areas:

- Breathalyser roll-out
- ENTE support Schemes
- Education and awareness
- Re-launch of alcohol awareness courses
- Drinkaware project
- Irresponsible licensing practices
- National lobbying and influencing

## THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 2

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change	Narrative	PCC Judgement
Number of recorded violence against the person (excluding DA) offences per 1000 popn	Transformation of performance is required	12919*	13843	7.14%	Current trends suggest that the more serious violence with injury is stable (n=7045), however overall due to large increases in low level violence (+15%, n=6788) this measure is not achieving the transformation required. The Chief Constable recently cited police analysis that suggests that most serious violence (wounding offences for e.g.) have reduced and that less serious violence with injury has increased. The Chief Constable will deliver an action plan to address this and also provide evidence that a possible transformation in severity of violence may be being achieved.	

Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

- \* = Baseline taken from 3 year average
- † = Baseline taken from 12 month average
- ‡ = Target

## PRIORITY 3. TO MAKE EVERY PENNY COUNT IN PROTECTING POLICING FOR THE LONG TERM.

The financial pressures placed on all public services over recent years have been intense. While significant efficiency savings have already been achieved we need to deliver further cost reductions to balance the books and sustain policing in the long term. This Plan launched a major project to consider how this can be achieved and to create a joint Financial Roadmap between the PCC and the Chief Constable which sets out the scope for further financial savings. During the year we explored the scope for savings through greater collaboration to help deliver real financial savings for all parties. Important work continued to evaluate the scope for the Strategic Alliance between Devon and Cornwall Police and Dorset Police which subsequently came into effect in March 2015.

Work in this area has been overseen by the Every Penny Counts Strategic Delivery Board which was established in June 2014. The main focus of the Board has been to quantify and identify the required savings target to support the four years of the Medium Term Financial Plan. The Board's work was organised across six work packages; income generation, collaboration with Dorset, review of the estate, improving efficiency, value for money in the PCC's Office, and improving council tax collection. Opportunities and plans in these areas were co-ordinated into a Financial Roadmap which was published in March 2015, and is available [here](#).

Considerable progress has been made in all areas:

#### *Income Generation*

The Every Penny Counts Board carried out a full investigation into ensuring that all statutory charges and common items were set at the correct level and properly collected and accounted for with a small increase in income to be built into the budget. One major area of cost recovery identified by COG was the recovery of legal fees from Partners and this was included within the revised 2015/16 budget. A number of income generation areas were identified and remain under consideration including driver improvement training, fundraising opportunities and advertising on the police estate. Further research is being carried out into the Investigation of external match funding for PCSOs.

In addition the OPCC has been investigating opportunities to generate additional income through fundraising, with external assistance from a fundraising expert. This initial scoping work identified a number of potential opportunities, in terms of grants, public giving and commercial sponsorship and a formal fundraising strategy is being developed for implementation in 2015/16.

#### *Strategic Alliance with Dorset and Regional Collaboration*

Work to assess the benefits and risks of forming an Alliance with Dorset Police were governed by a separate Executive Board with savings being accounted for in the MTFs. The Every Penny Counts Board supported the process and worked with external experts (funded by HM Treasury) to provide general benchmarking data for the business cases and a full 'soft market test' against outsourced suppliers. Substantial savings from the Alliance for Devon and Cornwall have been provisionally assessed at £8.4m. Work on the strategic Alliance has progressed considerably during the reporting period with a number of business cases approved for implementation. Implementation planning in those areas is also underway and the first business case is due to go live in summer 2015, with the launch of a single operations command team across the three counties.

In terms of wider regional collaboration, during the reporting period we saw significant developments in the area of forensics as we moved ahead with plans to implement a regional forensics service across the region. This development is forecast to deliver total annual savings of £700,000.

### *Review of Estates*

During the year the Estates Department carried out a review of all operational and non-operational property to identify properties where there were buildings with high revenue costs and low operational or other usage. These were considered by the Every Penny Counts Board and will be considered by the Joint Management Board in 2015/16.

The Police and Crime Plan set out the PCC's intention to pursue the possibility of developing sites on the police estate to generate future income streams or increased sales values. Legal advice was received that the proposal to develop property commercially is generally sound but each scheme is likely to be case specific. In order to move this initiative forward a number of feasibility reports were undertaken, including a financial strategy against which to judge returns, an appraisal of all suitable sites, capital financing availability and contacting other public sector organisations to understand how they are making returns from their estates and what can be learnt from this. This work continues to plan.

### *Improving Efficiency*

It is essential that we identify and link the savings into the MTFs reported through the benefits realisation process of the Force Programme Board. During the reporting period the Devon and Cornwall Police launched the Policing the Demand Project to help manage some of the pressures faced by policing and identify areas where efficiencies and reform could be delivered. This project will include looking at re-design work on call handling, mental health and issues such as driving away from petrol stations. This work will continue in 2015-16.

### *Value for Money in the PCC's office*

A full review of the cost and efficiency of the OPCC was undertaken during the reporting period. The Review Team compared functions and cost to other OPCC offices across the country and concluded that there was no 'one' structure commonly adopted with costs varying considerably across OPCCs. A review of demand on the OPCC and functions was carried out and it was concluded that some structural changes should be made – to reduce the number of teams from three to four. In addition it was recommended that the OPCC office premises to the police estate at Middlemoor to reduce annual running costs significantly. The costs of the PCC's office remain under regular review to ensure they provide value for money.

### *Home Office Innovation Fund Bids*

During the reporting period Devon and Cornwall received funding from the Home Office Innovation fund for a number of projects. Funding was provided for the roll-out of mobile data and for the establishment of video links in courts. In addition we were part of successful bids for digital evidence storage and regional forensics with partners across the south west and national bids to establish a national rural crime network and to support the National Police ICT company.

In late 2014, the Home Office opened bidding rounds for the 2015/16 Innovation Fund to support innovative and collaborative projects. There was tough competition for funds and Devon and Cornwall did not succeed with any new bids for the year 2015-16. Funding will be received in the coming year for the second year of bids on digital evidence storage, video-links to courts and the national rural crime network. Steps are being taken to strengthen skills and experience for future bidding rounds, which will be enhanced by the new fundraising strategy that is to be put into place in 2015-16.

*Improving Council Tax Collection*

The PCC has collaborated with Devon County Council to instigate improved council tax collection which produced an additional £450,000.

*Total savings*

The Every Penny Counts Board was tasked with finding savings in order to deliver a balanced budget for 2018/19 – against a target of £29 million. The following table shows the savings identified by the end of the reporting period;



Ref	Cut	Impact	Risk	Total £'000
A3.1	<b>Strategic Alliance</b>	Transformational	High. Dependent on four corporation soles; legislative change and PCC elections may impact. Scale of change to deliver savings especially challenging	<b>5,391</b>
A3.2	<b>Strategic Alliance</b>	Transformational	High. Dependent on four corporation soles; legislative change and PCC elections may impact. Scale of change to deliver savings especially challenging	<b>3,009</b>
A3.3	<b>Estates</b>	Property Storage and Records Management	High. Significant re-provision of stored property and records management. Dependent on successful progression of HQ development	<b>200</b>
A3.4	<b>Change programme police staff reviews</b>	Criminal Justice and Custody reviews as already agreed - reviews not yet complete but on target	Medium - in budget. Custody review in particular may identify significant change processes	<b>1,704</b>
A3.5	<b>Vehicle reductions (technology)</b>	In order to reduce usage of vehicles and improve deployment. Significant cuts in vehicle numbers have taken 20% of costs from the system. Providing vehicle location data will drive next round of savings whilst mitigating the operational impact of further reducing vehicle numbers	Medium - procurement process not complete. Identified good evidence from other forces on savings made	<b>600</b>

<b>A3.6</b>	<b>Estates</b>	Assumes estates strategy closes and does not re-provision some stations. Operationally are likely to be viable but may cause public / political concern.	Medium. Likely opposition from staff, public and the press. Operational deployment issues less likely. Some potential closures would be of stations where the front desk has recently been closed. Interdependencies with other change (e.g. HQ Project) and resource issues	<b>700</b>
<b>A3.7</b>	<b>Charges to Local Authorities</b>	DCP currently provide a considerable amount of incident and crime data to Local Authorities as part of court order procedures. We currently provide this free of charge, leading to high demand. Neighbouring forces charge for this information; were this charge to be introduced, it is likely that demand would significantly reduce and income be generated	Medium. Local Authorities may review their own charging arrangements leading to increased cost for DCP. Perception that police not co operating in child care and other court orders	
<b>A3.8</b>	<b>Mobile data (change programme)</b>	Mixture of stationery and travels costs; and police staff reductions including in control room	Some medium and some high risk. Pilot of project not yet rolled out	<b>190</b>
<b>A3.9</b>	<b>Returns on commercial estate developments -</b>	Potential for commercial development of sites being explored	Medium. Legal issues being explored	<b>100</b>
<b>A3.10</b>	<b>Officer reductions</b>	To 3010 as previously agreed	In budget - low	<b>2,515</b>
<b>A3.11</b>	<b>Other locally managed budgets (under-spends and other reductions)</b>		In budget - low	<b>1,135</b>
<b>A3.12</b>	<b>Forensics collaboration</b>	Phase 1 & 2	In budget - low	<b>500</b>
<b>A3.13</b>	<b>ICT FM contract</b>		In budget. Contract awarded - low	<b>950</b>
<b>A3.14</b>	<b>Vacancy disestablishment</b>	To reflect higher turnover of police staff than anticipated	In budget - low	<b>500</b>
<b>A3.15</b>	<b>Forensics collaboration</b>	Phase 3 business case for forensics alliance now agreed by Region.	Low. Business case now agreed	<b>420</b>
<b>A3.16</b>	<b>Wellness (contract)</b>	Ending of current contract	In budget - low	<b>300</b>
<b>A3.17</b>	<b>OPCC EPC</b>	Estates and staff changes	In budget - low	<b>431</b>
<b>A3.18</b>	<b>OPCC Commissioning budgets</b>			<b>400</b>






A3.19	Estates	Existing Rationalisation and R&M reductions	In budget - low	225
A3.20	CJSE (Programme savings)	Income from Police Led Prosecutions	Medium. Income already expected but has not been received - work on going to address this	
A3.21	<b>Total</b>			<b>19,270</b>
A3.22	<b>The Gap to be Filled</b>			<b>9,823</b>

### THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 3

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 31/01/2015	%age change	Narrative	PCC Judgement
Cost /1000 population (VFM measure)	Current good performance should be maintained	172.2	169.7	-1.45%	Evidence from the HMIC Value for Money profiles and the PEEL assessment indicate that this is currently being attained	
Cost savings achieved through collaboration	Transformation of performance is required	0.7	1.8	157.14%	Although we have yet to see a material change in this area we are confident that the plans in progress to develop a strategic alliance with Dorset will deliver this.	

#### Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

† = Baseline taken from 12 month average

‡ = Target

### PRIORITY 4. TO PROMOTE AN EFFECTIVE CRIMINAL JUSTICE SYSTEM FOR OUR AREA, DELIVERING A HIGH QUALITY SERVICE FOR VICTIMS, WITNESSES AND SOCIETY.

It is essential that all parts of the Criminal Justice System function well and that all of the key agencies work together in an efficient and effective way. We need to make sure that the needs of victims and witnesses are properly understood and that we provide high quality services to meet their needs. This Plan set out a range of actions to improve the efficiency of the existing system, including services to victims and witnesses for example, through access to a range of restorative justice solutions. The PCC has worked with organisations to deliver improvements by focussing on vulnerable groups that are less well served by the current system.

The focus of the CJS Strategic Delivery Board has been to support efforts to ensure that agencies within the Criminal Justice System work effectively and efficiently together to achieve successful outcomes for victims and witnesses and society as a whole.

The OPCC and the Police agreed that the Board would not develop its own Action Plan as the majority of the activities and levers sat elsewhere or were already being addressed through mechanisms such as the Local Criminal Justice Board. The Board was tasked with providing a strategic overview and challenge function.

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

### *Transforming Rehabilitation*

As a result of the Offender Rehabilitation Act, the Community Rehabilitation Companies (CRCs) are now responsible for delivering a through the gate service to all offenders who are sentenced to a short term custodial sentence and those serving longer sentences who return to a local resettlement prison. The OPCC has engaged fully with the Ministry of Justice (MoJ) process to inform the user requirements for the CRC contracts. The PCC has championed the need for clear local accountability under the new arrangements and the CRCs have now been made a statutory partner within Community Safety Partnerships - providing a local channel of accountability to complement the contract management arrangement undertaken by the MoJ. The successful bid for Dorset, Devon and Cornwall was submitted by Working Links, who were also awarded other contracts in the South West and Wales. This remains an area of continuing concern for all partners and progress will be monitored closely over the coming year as the arrangements bed in.

### *Delivering the Local Criminal Justice Board (LCJB) Action Plan*

Progress has been made in all areas of the action plan, managed by the LCJB. A grant from the Home Office Innovation Fund was successfully obtained and used to facilitate the development of live link capability between courts and custody suites. The quality of police files has been a key issue within the Transforming Summary Justice agenda and a new File Quality Team has been put in place within the Devon and Cornwall Police to check all files prior to submission to the Crown Prosecution Service.

### *Improving the Service to Witnesses*

The Witness Care Units continued to perform well but structural changes at the Crown Prosecution Service have created some challenges over the reporting period. Good support was again provided to victim witnesses by Independent Domestic Violence Advisors (IDVA's) and Independent Sexual Violence Advisors (ISVA's) during the year but there remains concern about future funding and caseloads for both IDVAs and ISVAs. The funding for the Juvenile Witness Service in Plymouth (through the NSPCC) has now ended and this work was taken on by the Witness Care Units.

### *Mental Health*

During the reporting period the OPCC has played a key role in drafting the new Peninsula Section 136 multi agency protocol. The protocol was based upon the requirements of the

national concordat which was designed to ensure that set standards of care are achieved for those with a mental illness (including parity of esteem). Most of the key signatories have endorsed the Protocol but a small number have declined. The Police are actively tracking progress and monitoring the time spent by officers in health based places of safety (in particular A&E) with people suffering a mental health crisis whilst waiting for health services to accept responsibility for the patient prior to assessment. In addition, a bed for section 136 juvenile assessments is now fully operational in Plymouth and an assessment suite has been set up in Cornwall.

The overall direction of travel in terms of bringing down the number of section 136 detentions in police custody suites is positive, with a significant reduction from a high of 88 in September 2014, to 21 in March 2015 and 13 in April 2015. However considerable challenges remain. The National Police Chiefs' Council has published national data relating to the use of section 136 detentions and the location of places of safety used i.e. whether health based or police custody. These figures for 2014/15 indicated that Devon and Cornwall was a significant 'outlier', with the second highest number of detentions in police custody in the country and fourth highest for total number of detentions (police and health based detentions):

#### **Police Detentions in Custody Suites 2014/15**

Highest		Lowest	
Sussex	765	City of London	0
Devon and Cornwall	655	Hertfordshire	0
West Yorkshire	384	Merseyside	0
South Wales	330	Greater Manchester	2

#### **Total detentions (police and health based detentions)**

Highest		Lowest	
British Transport Police	1771	City of London	97
Sussex	1428	Humburside	119
West Yorkshire	1322	Leicestershire	130
Devon and Cornwall	1136	Durham	134

Other developments during the year include receiving funding from the Ministry of Justice for a Devon and Cornwall Police wide Liaison and Diversion Scheme, to help assess all offenders who have a mental illness and in appropriate cases divert them away from the criminal justice system. A peninsula wide multi agency senior executive action learning set has been established to review overall mental health provision in Devon and Cornwall attended by senior OPCC and Devon and Cornwall Police representatives.

#### *Street Triage*

Another key improvement to the handling of mental health issues within a policing setting has been the use of street triage to engage mental health professionals before detention. The Devon Street Triage pilot sought to reduce the number of section 136 detentions by ensuring mental health professionals are engaged pre detention. The pilot came to an end at the end

of March 2015 and while the final report is still to be published the local reports and evidence show significant benefits.

The Devon Street Triage Pilot commenced on 6<sup>th</sup> March 2014 operating for a 12 month period. Under the pilot two mental health practitioners sit in the two Police Control Rooms from Thursday – Sunday 2000hrs-0600hrs to provide immediate advice, guidance and support to officers and staff both inside and outside of the control room. This advice is provided either by phone, or in person at incidents in the Exeter or Plymouth area. The process of information sharing underpins the entire initiative.

Key data for the first six months of operation showed that

- 464 police incidents were referred to Street Triage colleagues.
- Police custody data indicates that during Street Triage operating hours section 136 detentions have reduced by 32% over the first six months. This figure maybe higher as only 4.4% of those named individuals recorded on the Street Triage database also appeared on the Police custody database.
- Street Triage data indicates that during its operating hours in the first 6 months 49 s.136 MHA detentions were averted by the service.
- Street Triage was directly involved in trying to locate 138 missing persons thought to be in some form of crisis.
- The Service enables Police and Health to meet the four key principles and outcomes of the Crisis Care Concordat.
- Further benefits have been identified such as improvements in Police decision making to manage risk/harm and increased liaison between Police, POS and A& E.

Due to the positive assessment the PCC agreed with North, East and West Devon CCG and South Devon and Torbay CCG, to jointly fund a continuation of the Street Triage Scheme for 2015/16. It was not possible to reach agreement with Kernow CCG to extend operation to Cornwall.

#### *Electronic Tagging*

Little progress has been made in this area during the reporting period as the Ministry of Justice national procurement exercise stalled due to a technical challenge from suppliers. Work to review Devon and Cornwall Police policy and procedure requirements against the capability of the new tracking technology has commenced and there appears to be clear potential for more effective management of offenders in the community through new tagging technology.

#### *Out of Court Disposals (OOCDS)*

Scrutiny and oversight systems have been put in place to support compliance with national guidance in the following areas: Penalty Notices for Disorder (PND), Youth Cautions, Cannabis Warnings, Restorative Justice Outcomes, Simple Cautions and Conditional Cautions. During the reporting period the Devon and Cornwall Police Review and Inspection Team conducted a series of thematic reviews for each category of disposal and made

recommendations on good practice and identified areas for improvement and an action plan has been put in place.

The PCC held a Deep Dive Scrutiny Session on Out of Court Disposals in August 2014 which was attended by independent members such as magistrates and representatives from Youth Offending Teams. The main issues arising were:

- A need to develop a more joined up approach to the use of youth out of court disposals was identified, especially focusing on joint decision making between Youth Offending Teams, Crown Prosecution Service and police.
- Police use of early restorative justice interventions was highlighted as the most significant outlying area from the data presented.
- That a high restorative justice rate is not necessarily bad, highlighting a need for a more qualitative approach and the use of additional data sources.

The OPCC has now finalised its proposal to establish an Out of Court Disposal Scrutiny Panel to increase understanding, transparency and confidence in the use of out of court disposals. The Panel will include external members, including the magistracy and the scrutiny process will include reviews by the Panel of a sample of cases randomly selected as well as detailed dip-samples by the OPCC, which will be reported to the Panel.

#### *Youth Reoffending*

Local YOTs continue to perform well in national comparisons. Oversight is maintained through the Youth Justice Forum, where the focus is upon performance data and scrutiny and overview of youth disposals. The OPCC attends the local YOT Management Board meetings.

#### *Asset Seizure (POCA)*


Devon and Cornwall seizure values are the highest in the south west region and in the top ten police forces nationally. There are a number of factors that limit the ability of the CPS to successfully recover assets against the value of orders made in court. Work continues to improve recovery rates against the orders made.

#### *Effective Use of Restorative Processes in the Community, Pre-Sentence in the CJS and Post Sentence in the CJS*




Following consultation and liaison with local Community Safety Partnerships it was agreed that each of the four areas (Cornwall, Plymouth, Torbay and Devon) convene a sub group or forum to facilitate and monitor the delivery of restorative justice services to both victims and offenders. Funding was provided to each of the forums to build local capacity and resilience and to fund the delivery of victim initiated restorative justice approaches and training. The Local Criminal Justice Board has established a working group to help these forums through development of a peninsula wide referral process, IT and common minimum standards.

Support has also been provided to the national restorative justice pre-sentence pilot at Truro Crown Court being run by Victim Support and Restorative Solutions (RS). The pilot was recognised as best practice nationally. Work will continue in this area over the coming months.

## THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 4

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 31/01/2015	%age change	Narrative	PCC Judgement
Public confidence from CSEW	Current good performance should be maintained	65.8%*	64.70%		Although the latest Crime Survey for England & Wales data indicates that this measure has reduced slightly in the last quarter, the change is not statistically significant. Currently being attained.	

### Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level
	* = Baseline taken from 3 year average
	† = Baseline taken from 12 month average
	‡ = Target

## PRIORITY 5. TO DELIVER A HIGH QUALITY VICTIM SUPPORT SERVICE ACROSS OUR AREA

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

The focus of our work under Priority 5 during the reporting period has been on preparations for the launch of new victim care arrangements in April 2015. This innovative new approach will pave the way for driving forward a more holistic approach and to ensure that the voices of victims continue to be heard and understood. The project was a joint enterprise between the OPCC and the police, involving close liaison with the Voluntary, Community and Social Enterprise (VCSE) sector, the Local Criminal Justice Board and other criminal justice agencies. The development of the new arrangements was supported by a comprehensive victims' needs assessment (published 2014<sup>5</sup>). Following that assessment, two major developments took place.

<sup>5</sup> <http://7f81ff6114e21659b84a-cde1435c149cc037d22b329c27ad88ee.r2.cf3.rackcdn.com/Documents/Our%20information/Key%20document/Needs-assessment-for-victim-services-final-for-publication.pdf>

*a) The Victim Care Unit*

Establishment of a VCU within the Devon and Cornwall Police. This unit provides immediate support and referral on to organisations with consent. It acts as a source of immediate support and information for all victims and has a mix of both police and third sector specialists. The victim care unit will help victims navigate and make informed choices about the organisation they wish to receive support from. All victims will receive some form of communication so that they are aware of how to access services. Comprehensive information and directory of services is provided on the Victim care Devon and Cornwall website [www.victimcaredevonandcornwall.org.uk](http://www.victimcaredevonandcornwall.org.uk).

Arrangements are in place for victims to be able to access restorative justice services across Devon and Cornwall. The services will be co-ordinated through four area forums (Cornwall, Devon, Plymouth and Torbay)

*b) Victim Care Network*


Creation of an extensive network of accredited victim care providers. These providers (who are identifiable on the VCU website) have gone through a series of evaluations in order that they meet our statutory requirements for working with vulnerable victims.

The network of providers covers a range of the victim care pathways. These pathways are parts of a victims' life that can be negatively affected by crime for example, mental and physical well being. These providers will be the support services that the victim care unit will refer to when a victim gives their consent for further support. The OPCC has contracted with Victim Support to provide an independent help line for victims of crime who do not wish to engage with the criminal justice system. In appropriate cases, Victim Support will refer victims to network member(s) for assistance.




**Members of the Victim Care Network (as at April 2015)**

Balloons	EQUUS solutions	Routeways
British red Cross	Grapevine and Olive Tree	RSAL
Business council Devon and Cornwall	Headway Devon	SAFE
Buy with Confidence (Trading Standards)	Intercom Trust	Safer stronger Consortium
CAB Devon	Living Options	Samaritans
CAB Cornwall	NDADA	Skoodhya
CAB Plymouth	Make Amends Torbay	St Loyes
Clear Support	Mindex	Suzy Lamplugh Trust
Cornwall People First	North Devon Sunrise	TDAS
CRUSE Cornwall	Operation Emotion	The Zone
CRUSE Devon	PDAS	Twelves company
CRASAC	Plymouth Community Solutions	Victim Support
DCH	Plymouth MIND	Ubuntu Counselling
Devon Domestic Abuse Service	PDREC	Young Devon
Devon People First	Restorative Cornwall	WRSAC
Devon Rape crisis	RISE	

## THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 5

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change	Narrative	PCC Judgement
Victim satisfaction	Improvement in performance is expected	84.6%†	83.00%	-1.60%	Although not statistically significant trends in this area have been gradually reducing over time. The Chief Constable will provide an action plan to describe how he will achieve this measure.	

### Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

\* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

## PRIORITY 6. TO ENCOURAGE AND ENABLE CITIZENS AND COMMUNITIES TO PLAY THEIR PART IN TACKLING CRIME

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

The focus in the reporting period has been on establishing a clear picture of the challenges facing volunteering within policing and to identify concrete proposals for moving forward and achieving the PCC's ambitions in this area. Progress has not been as quick as expected in this area but during the reporting year two major reviews took place which will pave the way for considerable action in the coming year.

### *Review of the Special Constabulary*

An independent review of the Special Constabulary was undertaken by Volunteering Values Ltd. The objective of the review was to provide a summary of the key findings, balanced against the National Strategy core deliverables for the Special Constabulary and focussed on the following seven strategic areas Strategy, Communication; Recruitment and Location; Training and Development; Resource Management and Tasking; Performance Management and Leadership Development.

The final report has been received by the PCC and a programme of work is being put in place within the Devon and Cornwall Police to drive this work forward, recognising that additional support and infrastructure is essential if the PCC's ambitions are to be realised.





### The OPCC Volunteering Review

In line with the Police and Crime Plan the OPCC initiated a review of the current extent of volunteering within the policing family to explore the benefits of widening the use of volunteers and to look at how we can make the most of volunteering. It also recognised the need to address issues relating to infrastructure to ensure that volunteers are properly supported. The Volunteering Review was completed in March 2015 and an action plan to address the findings and recommendations will be progressed in 2015.




### Next steps

The Volunteering Strategic Delivery Board will reconvene in 2015, with a focus on establishing task and finish groups to deliver the required transformation across the broad spectrum of volunteering – in both the Special constabulary and the wider policing family.

## THE PCC'S ASSESSMENT OF PERFORMANCE AGAINST PRIORITY 6

Headline Measure	Expected Attainment	Baseline	Rolling 12 months to 28/02/2015	%age change required	Narrative	PCC Judgement
Number of hours of service provided by special constables	Minimum of 150,000 hours required	150,000†	96286	53714	Unverified recent data suggests that there has been some improvement in this area, however to achieve the target set this will need to gain traction over the next performance year. There are some real challenges that we are encouraging the police to address.	
Number of /hours worked by volunteers	Transformation of performance is required	14056	TBA	TBA	Recording difficulties continue to plague this measure. More work is required in order that this measure can be tracked.	

### Key to judgements:

	Currently achieving expected attainment level
	Achievement of expected attainment at risk
	Not achieving expected attainment level

\* = Baseline taken from 3 year average

† = Baseline taken from 12 month average

‡ = Target

## B. CROSS CUTTING COMMITMENTS

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

- 1. Maintaining an ongoing discussion with the public – through active and open dialogue and debate - to ensure that the public's views on the issues we face are understood and to improve understanding between the police and the public.**

During 2014, the OPCC broadened its engagement with the public by greatly increasing the number of opportunities the public had to meet the PCC and his staff and raise issues and have their questions answered. Key to this is the regular public Performance and Accountability Boards which take place bi-monthly across Devon and Cornwall. These provide the public with the opportunity to put questions to both the PCC and Chief Constable. These meetings are also broadcast and can be viewed on the OPCC website.

During 2014, the OPCC continued to develop its public- engagement and web-presence including the re-design of the OPCC website which was launched in March 2015. The OPCC significantly increased its social media presence with month on month increase in website traffic and increasing Twitter followers to over 3,700.

From early 2015, monthly 'meet your PCC' events were introduced to the PCC's engagement calendar. These are held in busy public places such as supermarkets or town centres for one to two hours and enable members of the public the opportunity to meet with their PCC to discuss policing and community safety issues. These meetings are scheduled to take place monthly across Devon and Cornwall during 2015.

**2. Tough and continual scrutiny of performance and efficiency measures within the police; challenging under-performance and praising success; and by involving the public in scrutiny through open debate not just of the police but of the work of partners as well as of the PCC and his office.**

The PCC has continued to hold regular Performance and Accountability Board meetings to hold the Chief Constable to account for the performance of Devon & Cornwall Police. These public meetings are also filmed and available to view on the OPCC website.

**3. Making decisions based on evidence and informed by strong and wide-ranging engagement to ensure that public views are well understood, especially the views of diverse community groups.**

Key decisions are taken following thorough consideration of a range of options and with advice from the key OPCC staff and the Chief Constable where appropriate. Proposals from the Devon and Cornwall Police are generally put forward by way of Full Business Case and in consultation with the Chief Executive, Treasurer and Chief Constable as appropriate. Key decisions continue to be published on the OPCC website.

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

During late 2014 the PCC reviewed the Police and Crime Plan in consultation with the Chief Constable and concluded that a major overhaul of the Plan for 2015/16 was not necessary. The PCC concluded that the six priorities remained appropriate and reflected the required

policing priorities for the area, subject to a number of small adjustments. These adjustments did not materially alter the direction but were intended to sharpen some areas of text for clarity and to emphasise the importance of action in a few specific areas.

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

#### **5. Strict compliance to high standards in public office and thorough scrutiny of the Devon and Cornwall Police's compliance with the Code of Ethics.**

The PCC's active scrutiny of Devon and Cornwall Police performance including the conduct of the Chief Constable and his officers forms part of the PCC's performance and scrutiny arrangements. This includes the PCC's responsibilities for oversight of complaints handling.

### **C. POLICE AND CRIME COMMISSIONER'S COMMENTARY ON HMIC REPORTS ISSUED IN 2014/2015**

The HMIC Inspection Programme for 2014/2015 was extensive and the volume of work the programme generates for the Police and the OPCC should not be underestimated. The load for thematic inspections remains as great as ever, if not increasing, while HMIC are also striving to introduce the new all-force inspection programme (Police Efficiency Efficacy and Legitimacy – PEEL). Usefully HMIC are using the thematic inspection programme to trial aspects of the new PEEL programme but it is unlikely that the PEEL programme will reduce the burden of thematic inspections on police forces.

#### **Crime recording: A matter of fact – interim report – May 2014**

This was an interim report which included data from the inspection of Devon & Cornwall. However the data presented did not include those cases (representing 40% of the total) where the offence was direct crimed and would have increased compliance. We have reviewed the interim report but are of the view that until the final report for Devon & Cornwall is available there is little actionable information. We continue to monitor crime data as always.

#### **Policing in Austerity – meeting the challenge – July 2014**

The report included positive judgements on the long term planning which had been put in place to meet the financial demands of the next four years, and on the significant value for

money achievements. <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/policing-in-austerity-meeting-the-challenge.pdf>

### **Crime data integrity force report for Devon and Cornwall – August 2014**

These force reports follow on from the interim report that HMIC published in May 2014. They include specific recommendations for each force on how to improve the accuracy of, and therefore public confidence in, the way the police records crime. <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/crime-data-integrity-devon-and-cornwall-2014.pdf>

### **Core Business: An inspection of crime prevention, police attendance and use of police time – September 2014**

This report examines all 43 police forces in England and Wales. It looks at three principal aspects of day-to-day policing: the prevention of crime; how crime is investigated and offenders are brought to justice; and freeing up and using police time more efficiently (which includes the use of modern technology). <http://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/core-business.pdf>

### **Value for Money profiles 2014 – October 2014**

<https://www.justiceinspectorates.gov.uk/hmic/wp-content/uploads/devon-and-cornwall-value-for-money-profile-2014.pdf>

### **Crime-recording: making the victim count – November 2014**

This was the national report following on from the interim report published in May 2014. When considered in comparison to national standards of crime data integrity Devon & Cornwall emerged as better than the average for crime data compliance.

<https://www.justiceinspectorates.gov.uk/hmic/publication/crime-recording-making-the-victim-count/>

### **Police integrity and corruption force reports – November 2014**

These reports focus on the arrangements in place to ensure those working in police forces act with integrity. The findings from this report are further reflected in the PEEL report.

<https://www.justiceinspectorates.gov.uk/hmic/publication/police-integrity-corruption-force/>

### **Crime inspection force reports – November 2014**

These force reports form the basis of the effectiveness judgments contained in the PEEL assessment programme. The force was graded 'good' across all three areas of tackling crime and anti-social behavior. <https://www.justiceinspectorates.gov.uk/hmic/publication/crime-inspection-force-reports/>

## **Joint inspection of the investigation and prosecution of fatal road traffic incidents – February 2015**

This is the summary of the joint thematic inspection by Her Majesty's Crown Prosecution Service Inspectorate together with Her Majesty's Inspectorate of Constabulary of the investigation and prosecution of offences arising from fatal road traffic incidents by the police and the Crown Prosecution Service respectively.

<https://www.justiceinspectrates.gov.uk/hmic/publications/joint-inspection-of-the-investigation-and-prosecution-of-fatal-road-traffic-incidents/>

## **The welfare of vulnerable people in police custody – March 2015**

In January 2014, the Home Secretary commissioned HMIC to conduct a thematic inspection on the welfare of vulnerable people in police custody "including, but not limited to, those with mental health problems, those from black and minority ethnic backgrounds and children". In particular we were asked by the Home Secretary to consider groups for whom there has been "a pronounced concern" about their treatment in police custody (especially people of African-Caribbean descent).

<https://www.justiceinspectrates.gov.uk/hmic/publications/the-welfare-of-vulnerable-people-in-police-custody/>

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

This report sets out the findings of an inspection into the progress made by forces since HMIC's 2013 report, *Stop and Search Powers: Are the police using them effectively and fairly?* It also addresses the Home Secretary's new commission for HMIC to examine the way the police use powers to stop motor vehicles and strip search people.

<https://www.justiceinspectrates.gov.uk/hmic/publications/stop-and-search-powers-2-are-the-police-using-them-effectively-and-fairly/>

## **D. PUBLIC CONSULTATION AND ENGAGEMENT**

### **Summer Shows**

The PCC and his team attended a number of pre-arranged events in 2014-15. These have included the Royal Cornwall Show, Devon County Show, Exeter Pride, Exeter Respect, Plymouth Blue Light Day and Saltash Regatta. These provided a valuable opportunity for members of the public to meet the PCC and his staff. The public were able to raise specific issues with them about local policing and to hear about the work being carried out under the Police and Crime Plan and the role of the PCC.

2468 individuals took part in the informal 'coin drop' exercise during the summer shows regarding the causes of bad behaviour in the night time economy where excessive alcohol has been consumed.

### **The Community Remedy Consultation**

Under the Anti-Social Behaviour, Crime and Policing Act 2014 the PCC is responsible for determining a list of remedies available for taking restorative action in instances of low level crime and anti-social behaviour. This will offer victims a far greater say in how offenders make amends.

In May 2014 the PCC launched a consultation on how these arrangements should operate in Devon and Cornwall and the Isles of Scilly. This consultation process offered members of the public the opportunity to share these new arrangements and to help us to identify the kinds of remedies that might be made available. An online survey was launched and visitors to the OPCC stand at summer shows and events were also being asked to complete the consultation in hard copy.

The OPCC received 1022 responses to the Community Remedy Consultation. Work is continuing to agree the final list of remedies with the Chief Constable and to prepare for the introduction of the new community remedy arrangements later in 2014.

### **The 101 Review Consultation**

An online consultation exercise was launched over Summer 2014 seeking views from the public on the 101 Service as part of the PCC's review of 101 (which is discussed earlier in this report). Members of the public were invited to complete an online survey and visitors to the PCC's stand at summer shows were asked to fill in a hard copy of the form. The questionnaire sought to better understand people's expectations with regard to the 101 service and to understand the experiences of people in using the service.

### **Alcohol focus group**

Plymouth University. This focus group provides an opportunity for the OPCC to discuss alcohol related issues with students from Plymouth University. Students' views help to inform the work of the OPCC in areas such as behaviour in the Night Time Economy, pre-loading and the introduction of the breathalyser pilot.

### **Question Time #hotseatlive event**

Hatherleigh. At this BBC Devon event the PCC and the Chief Constable took part in a live radio broadcast which included answering questions from the public. The PCC received an award from COPACC to honour the office for its community engagement work.

### **Public Surgeries**

Members of the public are able to request a one on one surgery appointment with the PCC to discuss issues in addition to other engagement events where the PCC is accessible. During 2014-2015, the PCC hosted surgeries in Exeter, Penzance, Launceston, Honiton, Launceston and Truro.

## **Political Engagement**

The PCC and his staff have met with the 18 MPs representing Devon and Cornwall regularly throughout the year including formal briefings in Westminster on important issues affecting policing and community safety.

During the course of the year the OPCC staff have attended a broad range of meetings with local authority councillors, council leaders and the elected Mayor of Torbay in addition to officials and representatives from public health.

At the national level, the PCC has played an active part in the work of the Association of Police and Crime Commissioners – including chairing the APCC Working Group on Alcohol Harm Reduction.

## **Meet your PCC events**

In February 2015 monthly 'meet your PCC' events were introduced to the PCC's engagement calendar. Meet your PCC events are held in busy public places such as supermarkets or town centres for one to two hours. These events enable members of the public the opportunity to meet with their PCC to discuss policing and community safety issues. So far, two meet your PCCs events have been held; one in Tesco's Exeter (February) and one in Sainsbury's Truro (March).

Meet your PCC events also provide an opportunity for consultation to be conducted with members of the public. Consultation ran at previous events have focused on how members of the public would prefer to make contact with their Local Policing Team in a non emergency.

## **Community days**

Community days provide an opportunity for the PCC to get out and about around Devon, Cornwall and the Isles of Scilly. Community Days will include; meeting members of the local community to hear their views on policing and community safety issues; visiting local charities, groups and organisations that support community safety and visiting PCC small grant recipients.

## **OPCC communications**

A new Devon and Cornwall OPCC website was launched at the beginning of March and has received some very positive feedback. This was a partnership with Dorset OPCC and we took into account the views of a website consultation group. We feel that this website is much more 'public facing' and information is much easier to find and navigate.

Following the OPCC Review in the Autumn, communication and engagement functions were amalgamated. This allowed a more effective interface between the two which quite often run together. We have redesigned our facebook presence and are building conversations through this format with communities.

The PCC also made appearances on local TV and radio programmes, mainly news based. In addition the OPCC sent media outlets self contained audio interviews on a variety of topics.

The PCC made regular appearances on BBC Radio Cornwall phone-ins.

## **E. ADDITIONAL RESPONSIBILITIES HELD BY THE POLICE AND CRIME COMMISSIONER DURING 2014/15**

In 2014, the PCC also held the following appointments

### **Member of the Association of Police and Crime Commissioners' Standing Group on Resources Efficiency and Strategic Finance**

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

### **Member of the Association of Police and Crime Commissioners' Standing Group on Working in Partnership to Reduce Harm**

This group leads on key issues such as mental health

### **Member of the Association of Police and Crime Commissioners' Standing Group on Criminal Justice**

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

### **Chair of PCC Working Group on Alcohol Harm Reduction**

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

### **Executive Board member of the National Rural Crime Network**

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

### **Member of the Home Office Alcohol and Enforcement Forum**

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



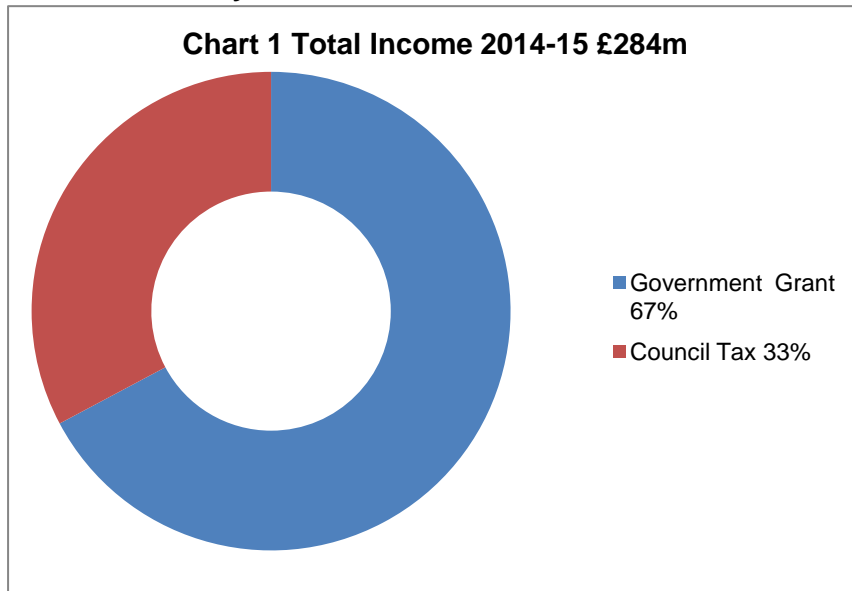
## F. FINANCIAL RESOURCES AND EXPENDITURE

The Chief Financial Officer's report is contained within this section of the Annual Report.

### Introduction

This section of the annual report provides the draft income and expenditure for the year and the draft balance sheet for the financial year ended 31 March 2015, subject to statutory audit. It also provides a general guide to the financial situation of the PCC as at 31 March 2015, full details are provided in the draft Statement of Accounts 2014-15.

### Where the money came from



Central Government formula grant was £8.9m or 4.8% lower than in 2013-14. In addition to the police formula grant, the government made available a grant equal to a 1% increase in council tax, to allow PCC's to freeze their council tax. The PCC in consultation with the Police and Crime Panel decided to increase the council tax by 1.99% rather than take the grant. This decision not only increased the income available in 2014-15; it protected the funding base for future years and it will allow police officer numbers to be maintained above 3,000.

### Where the money was spent

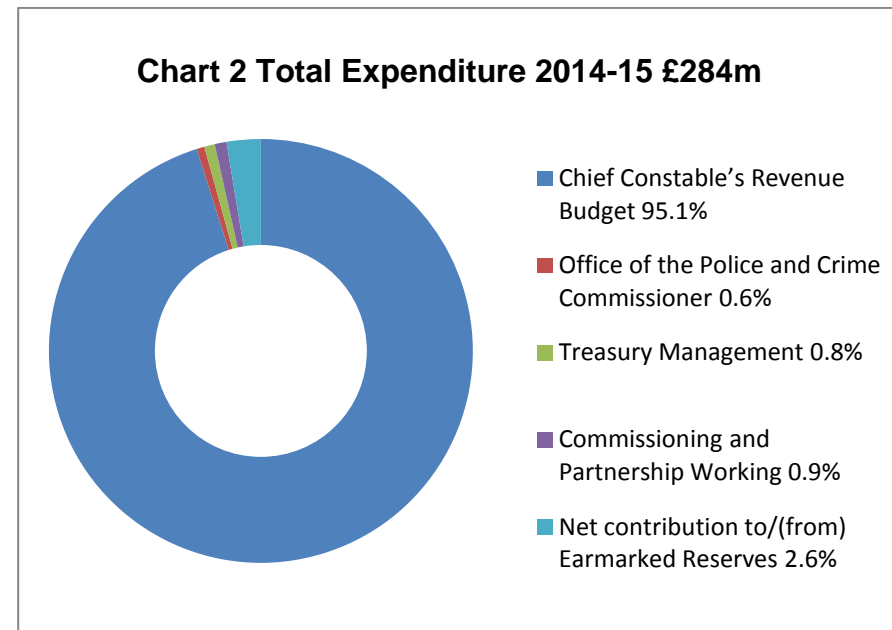
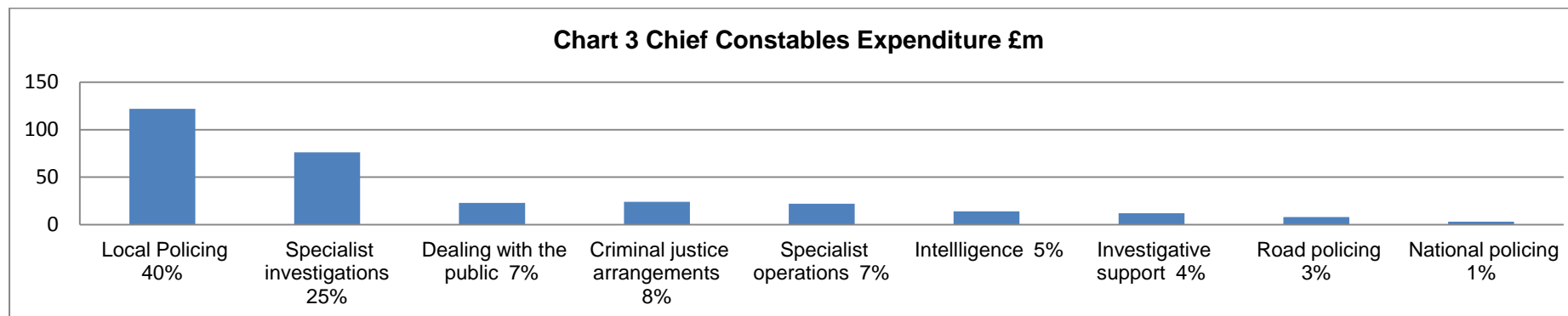


Chart 2 shows that 95.1% of the expenditure of the PCC goes towards operational policing, this part of the budget is managed by the Chief Constable and Chart 3 shows how the Chief Constable spends this money across policing activities. A full definition of the expenditure headings is provided in the Statement of Accounts 2014-15 on page 29.



### Actual Expenditure Compared Budget for the Year

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

**Table 1**

	<b>Budgeted Expenditure and Income</b>	<b>Actual Expenditure and Income</b>	<b>Variation</b>
	<b>£000</b>	<b>£000</b>	<b>£000</b>
Chief Constable's Revenue Budget	277,905	270,784	(7,121)
Office of the Police and Crime Commissioner	1,862	1,572	(290)
Treasury Management	2,440	2,216	(224)
Commissioning and Partnership Working	2,814	2,685	(129)
Net Contribution to/from Earmarked Reserves	(530)	7,234	7,764
<b>Net Spending</b>	<b>284,491</b>	<b>284,491</b>	<b>0</b>
Government Formula Grant	191,243	191,243	0
Council Tax	93,248	93,248	0
	<b>284,491</b>	<b>284,491</b>	<b>0</b>

Table 1 shows that £7.8m more than budgeted was contributed to reserves, it was possible to do this because revenue spending was £7.8m less than forecast. The main reasons for the variations in expenditure and income are:

- Investment in the Devon and Cornwall Police change programme which was to be funded from reserves was delayed.
- Police officers chose to retire earlier than expected leaving a time gap between officers retiring and new recruits joining the organisation.
- Other savings in police officer costs, for example a reduction in maternity absence.
- Reduction in inflation as compared to forecast particularly in relation to fuel costs.
- Staff reductions and reduced use of consultants in the PCC's office.

The additional contributions to reserves can be analysed as follows:

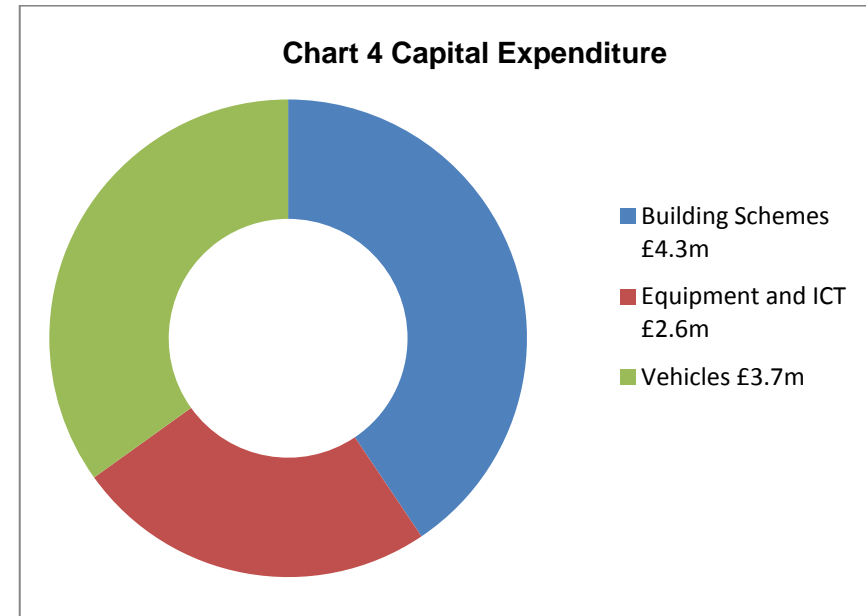
- a contribution of £3.6m was made to the revenue smoothing fund, this fund is used to smooth the impact of future reductions in central government funding and maintain police officer numbers
- a contribution of £2.1m was made to the new Strategic Alliance Reserve to finance one off expenditure
- £0.7m was contributed to the capital financing fund to support future capital expenditure
- Contributions arising from timing differences – in particular delays in spending on specific projects were £2.3m.

Because all of the under-spending has been matched by additional contributions to reserves, there is no movement on the PCC's General Fund. This is different from the deficit recorded on the Comprehensive

Income and Expenditure Statement on page 19 of the PCC's Statement of Accounts. The reason for this is that the financial statements include items such as depreciation and pension charges that are excluded when considering the annual budget and the amount to be charged against council tax.

### Capital Expenditure 2014-15

Investment expenditure which includes work to existing and new buildings was £10.6m which is analysed in chart 4.



## Implications of the Revenue and Capital Outturn for Future Years

When setting the 2014-15 budget, the PCC anticipated future funding cuts planned as part of the government's austerity programme. To facilitate this, a contribution of £3.6m was made to the revenue smoothing fund (as noted above). This contribution assists in providing sufficient funding to meet future increases in costs due to inflation and other factors and maintaining police officer numbers above 3,000 over the MTFS period 2015-16 to 2018-19.

## Staffing Resources

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

**Table 2 Staff Numbers**

	As at 31 March 2014	As at 31 March 2015
Police Officers	3,086	3,045
Police Community Support Officers (PCSOs)	384	351
Police Staff - Chief Constable	1,685	1,624
Police Staff – Office of the PCC	20	29*

\*Not FTE (includes 4 staff who are contacted for 60 hours a year and a number of part time staff)

## Main Asset and Liabilities

**Assets** - The PCC's owns approximately 130 buildings and associated land across Devon, Cornwall and the Isles of Scilly with a net book value of £137m. A rationalisation programme is underway aimed at reducing the cost of the estate whilst maintaining a presence across the peninsula. This programme includes the disposal of a portion of the HQ site at Middlemoor. The remaining fixed assets include surplus land, vehicles, plant, ICT hardware and software and Equipment with a total value of £19m. In addition the PCC has cash and investments of £67m.

**Pensions Liabilities** – The PCC's main liabilities relate to the obligation to pay pensions to current and former staff, they total over £2.9 billion of which £0.2 billion relates to the police staff scheme and £2.7 billion relates to the police officer schemes. The value of this obligation is calculated by independent actuaries and can be fairly volatile. The pension scheme for police staff is funded and the PCC is committed to achieving a funding level of 100% and hence eliminating the net liability over the next 20 years. The police officer scheme is unfunded and under current regulations the Home Office is committed to providing funding to cover the annual gap between the cost of pensions and the cost of employer and employee pension contributions. In addition the government has made changes to the scheme aimed at reducing the impact on the public purse. More information on pension liabilities is provided in the PCC's Statement of Accounts on page 79.

**Other Liabilities** – The PCC is able to borrow funds to finance capital spending and at 31 March 2015 this totalled £35m including an estimate for interest payable.

## Summary Balance Sheet

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

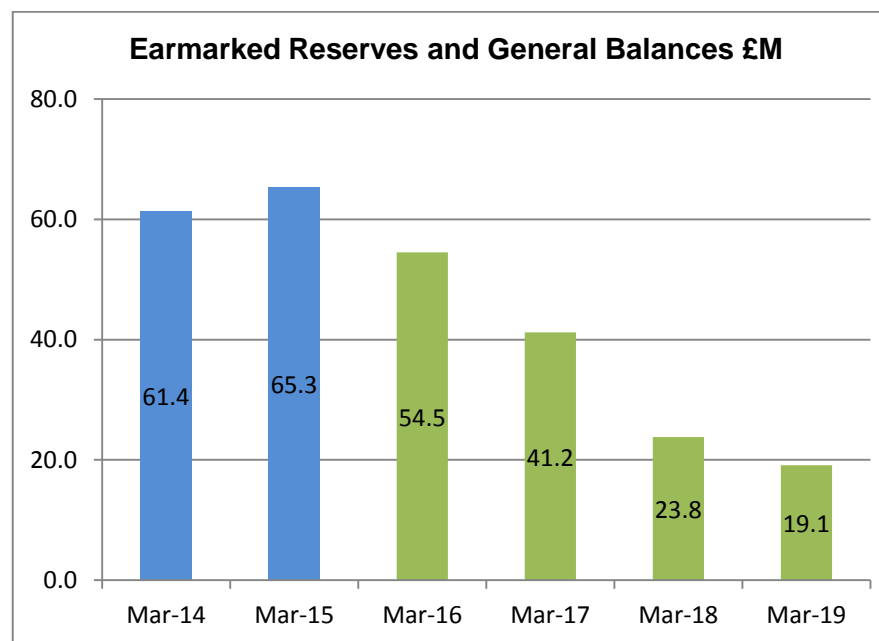
**Table 3 Summary Balance Sheet at 31 March 2015**

	£m	£m
Long Term Assets		
Property Plant and Equipment	152	
Other long term assets	3	
		155
Current Assets		
Short Term Investments and Cash and Cash equivalents	67	
Other current assets	25	
		92
Current Liabilities		
Short term borrowing	(1)	
Other current liabilities	(29)	
		(30)
Long Term Liabilities		
Long term borrowing	(35)	
Other long term liabilities	(2)	
		(37)
<b>Net assets excluding pensions liabilities</b>		<b>180</b>
<b>Revenue Reserves</b>		
General Reserves	6	
Earmarked Reserves	59	
<b>Total Revenue Reserves</b>		<b>65</b>
<b>Usable Capital Reserves</b>		<b>5</b>

Further information is available on page 21 of the Statement of Accounts

## Reserves and Balances

Reserves and balances have increased by £4m in 2014-15 from £66m to £70m. This is mainly due to a £3.6m contribution to the revenue smoothing fund. This fund is used to smooth the impact of future funding reductions and help maintain officer numbers and hence service provision over the next four years. Chart 5 shows actual reserves (blue) and forecast reserves (green); the latter are planned to reduce over the next four years in order to maintain police officer numbers at above 3,000.



## Our Financial Risks: Current and Future

### Current Risks

The major risks for the current financial year relate to service delivery within the current budget:

- achieving the changes in service delivery required to improve the efficiency of the Devon and Cornwall Police within the funding set aside in the budget and reserves for programmes and projects
- the Chief Constable is not able to meet the Police and Crime Plan targets within the resources available

The PCC holds reserves and balances to help mitigate these risks.

### Future Risks

In order to set a four year Medium Term Financial Strategy (MTFS) the PCC has to make estimates of future central government funding. These are made using the best information available. The current MTFS 2015-16 to 2018-19 is based on funding announcements contained in the Chancellor's 2014 Autumn Statement and the Budget 2015. An emergency budget is to be announced by the government in July and when combined with a new Comprehensive Spending Review in the autumn 2015 it is possible that the funding forecasts included in the MTFS will have to be revised. For this reason the most significant future risk is that government funding is less than the forecast contained within the MTFS. Additional risks include:

- central government controls mean that the 2% increase in council tax included in the medium term financial strategy for 2016-17

and future years is not achievable;

- inflation exceeds the estimate built into the budget;
- other variations in pay costs and/or liabilities, in particular employment related claims

An emergency budget is to be announced by the government in July and when combined with a new Comprehensive Spending Review in the autumn 2015 it is possible that the funding forecasts included in the MTFS will have to be revised.

### Financial Outlook for the Future

Based on the current information available, the PCC has an underlying budget gap of approximately £29m over the next four years. Some of this is mitigated by the reserves held to support the budget however significant will be required. £8.4m of planned cuts are through the relatively high risk Strategic Alliance plan. As yet unidentified cuts of £9.8m are required in 2018-19. To address this issue one of the PCC's priorities disclosed within the Police and Crime Plan is to make every penny count in protecting policing for the long term through further efficiencies, to secure more central funding and actively explore all avenues to deliver the significant savings required from 2017-18 onwards.