

# Police and Crime Panel

12 March 2020

## Quarterly Performance Report

### Report of the Office of the Durham Police, Crime and Victims' Commissioner



#### Purpose

1. To update the Panel and the public on performance against the Police, Crime and Victims' Plan 2018-2021.

#### Background

2. The Police, Crime and Victims' Plan sets out the PCVC's vision for County Durham and Darlington, the outcomes he seeks, and the Key Performance Questions (KPQs) which will help determine whether those outcomes are being achieved.
3. The last public performance report focused upon KPQs 5-8, considering questions of reoffending, rehabilitation, and confidence. These questions will be re-visited in the next quarterly performance report.
4. This report considers KPQs 1-4, looking at questions in relation to the safety of our communities, crime levels, and support for victims and the vulnerable.

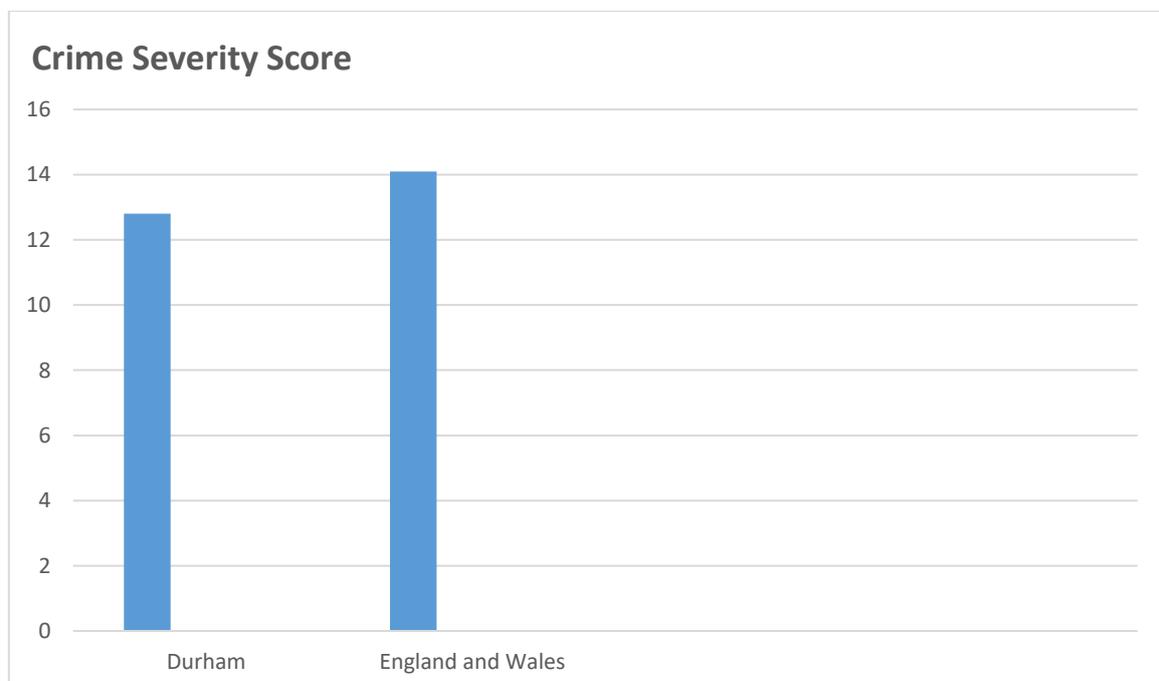
<b>Communities are safe and crime is reduced</b>	<b>Victims and the vulnerable feel supported</b>	<b>Reoffending is reduced and rehabilitation is improved</b>	<b>People have confidence in the police and the criminal justice system</b>
KPQ1: How safe are our communities?	KPQ3: How well are victims supported to cope and recover, and engage in criminal justice processes?	KPQ5: How well are we reducing reoffending?	KPQ7: How confident are people in the Criminal Justice System?
KPQ2: How well are we preventing and reducing crime?	KPQ4: How well are vulnerable people supported?	KPQ6: How well are we rehabilitating people who have offended?	KPQ8: How confident are people in the police?

Figure 1: Police Crime and Victims' Plan Outcomes and KPQs

## Outcome 1 – Communities are safe and crime is reduced

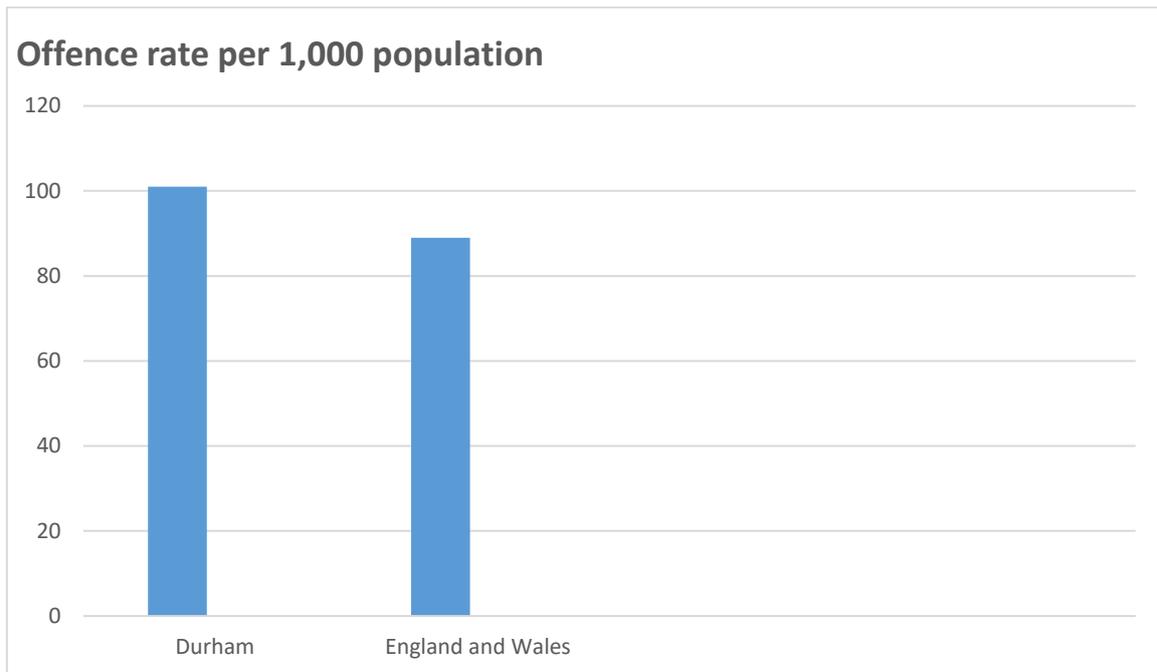
### KPQ1: How safe are our communities?

5. At its heart, keeping communities safe is part of the essence of policing. And, that our communities are safe, and feel safe, is important.
6. And, while policing is importantly connected to community safety, it still takes a wider range of organisations across the public and voluntary sectors working together, and working with local people in all areas, urban and rural alike, to keep where we all live safe.
7. Accordingly, community safety is a broad topic to consider, so – in the interests of length and accessibility – this report remains focused on some top level information and indicators.
8. Firstly, the Crime Severity Score is a measure where sentencing information is used to ‘weight’ the severity of offences. Such a statistic is helpful when changes to recording practices for crime can significantly have an effect upon police recorded offences. Another benefit is that it allows for easy comparison between Durham and the rest of England and Wales in a more meaningful way than perhaps recorded crime. Of course, such an indicator is limited by the extent to which sentencing guidelines reflect the severity of an offence. Similarly, over time this indicator can still be affected by changes to crime recording practices.



*Figure 2: Crime Severity Score (Year Ending March 2019, Office for National Statistics)*

9. The Crime Severity Score shows broadly similar results between Durham and England and Wales.
10. In a similar way to the Crime Severity Score, looking at the offence rate per 1000 population has benefit in allowing easy comparison with England and Wales.



*Figure 3: Offence Rate per 1000 Population (Year Ending March 2019, Office for National Statistics)*

11. The police recorded rate per 1000 population is higher for Durham than it is for the England and Wales average. A key reason for this is that Durham Constabulary is one of the most compliant forces for recording offences. Also, the North East region has higher levels of recorded Criminal Damage and Arson.
12. Total volume of crime across Durham Constabulary has remained fairly steady over the past twelve months.
13. The general performance of Durham Constabulary's Crime Severity score may be measured in an equally effective manner, through comparison with the Constabulary's Most Similar Group (MSG) of forces. This shows that Durham has a lower crime severity score than most of others in the MSG.

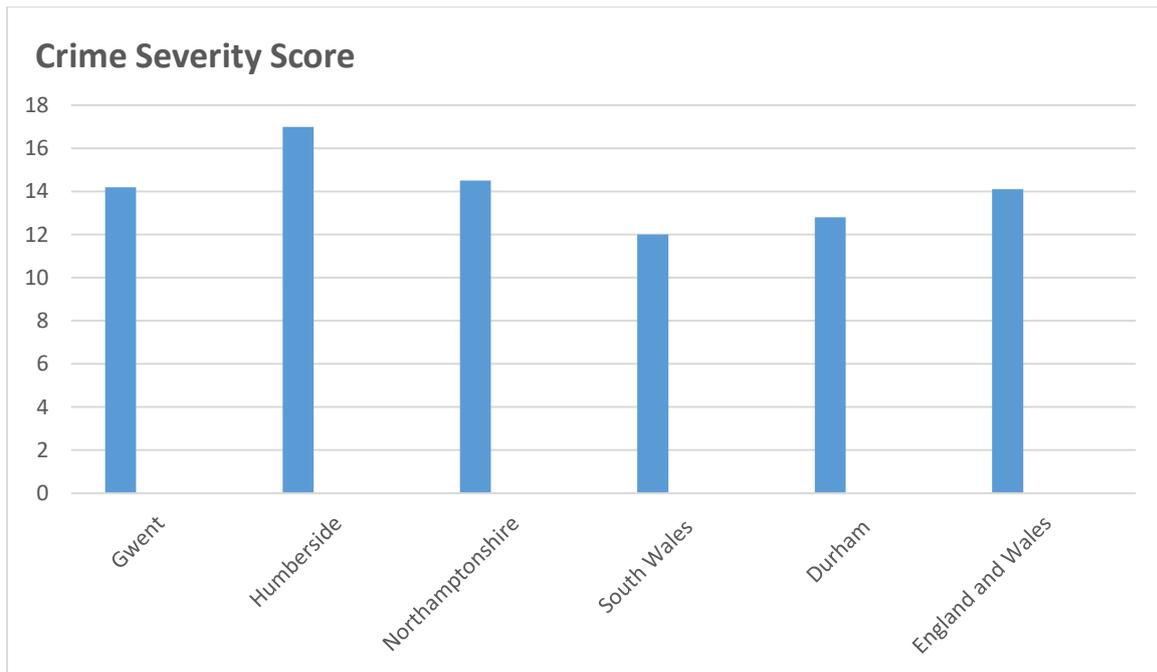


Figure 4: Crime Severity Score of MSG's (Year Ending March 2019, Office for National Statistics)

14. Moving slightly away from these top level indicators, it is important – and pertinent to community safety – that when people require a police response, they are confident that officers will arrive when they need them.
15. The graph below therefore shows the percentage of victims satisfied with arrival time.

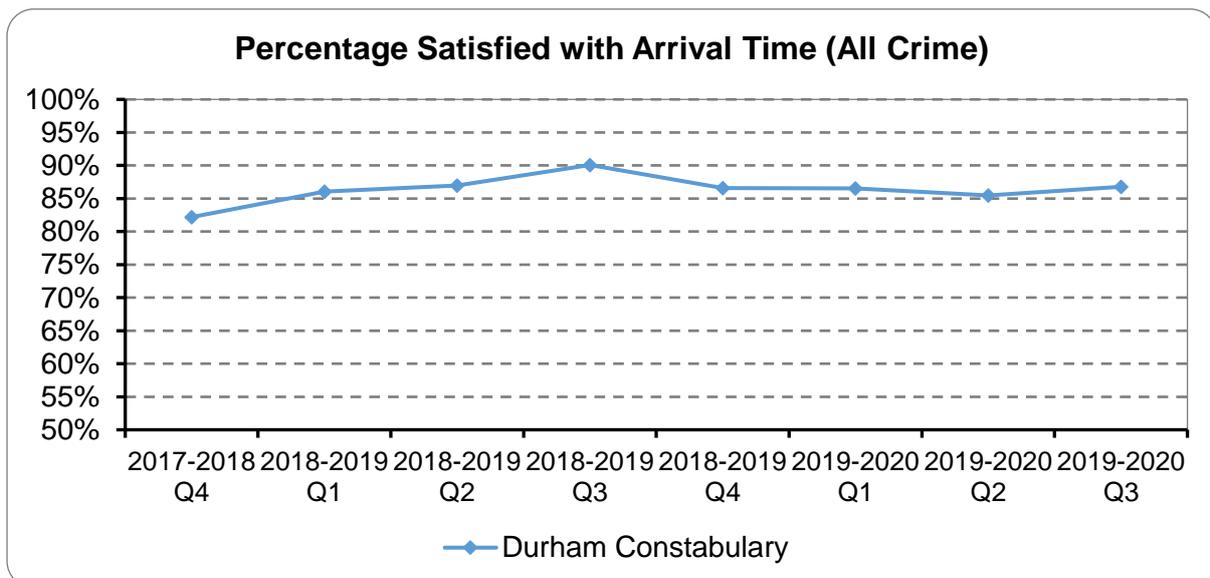


Figure 5: Percentage Satisfied with Arrival Time (All Crime)

16. Moving on, police recorded Anti-Social Behaviour (ASB) incidents are at broadly similar levels to what they have been over the past three years. There has of course been fluctuation within specific ASB categories. Reasons for this include changes to crime recording, where some incidents formerly recorded as an ASB incident now of necessity may be recorded as a crime – for example, harassment.
17. The proportion of all incidents that have an ASB qualifier has risen from 8.9% (period November 2018- January 2019) to 10.58% (period November 2019- January 2020).
18. Additionally, ASB incident levels have risen above those of this time last year, but almost identical to 2017/ 18. It is worth noting that summer spikes in ASB recorded incidents are typical in the statistical trend.

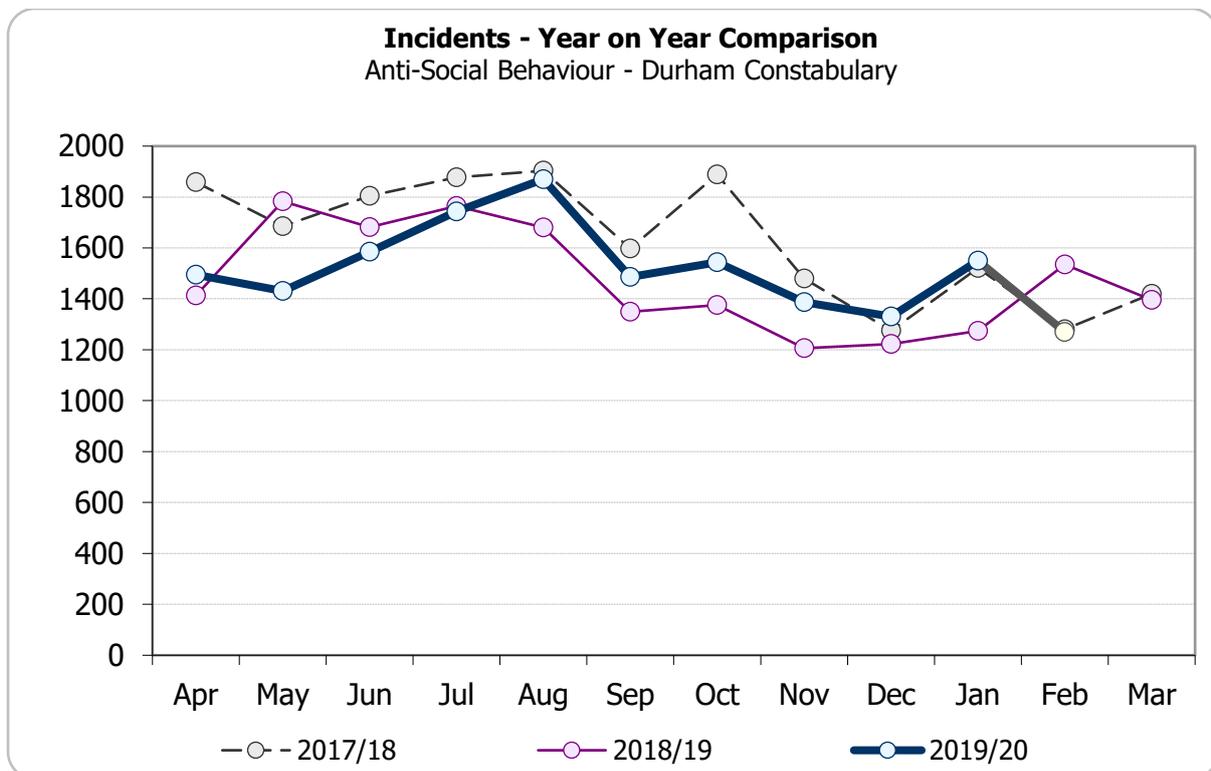


Figure 6: Police Recorded Anti-Social Behaviour Incidents

19. In terms of road safety, improving this is a priority for the PCVC – and the number of people killed or seriously injured on our roads can be an important indicator in helping to answer KPQ1.
20. Thus, the two graphs below (taken from the North East Regional Road Safety Resource) show the number of fatal and seriously injured casualties

for Durham's force area. The number of these casualties fell in 2018 compared with 2017 and 2019.

21. While it appears to be a significant fatality spike, in reality 2019 only saw a return to the typical fatality road user levels. However, this does not change the fact that one fatality is still too many.
22. There has however been a downward trend over the past fifteen years. Explaining why the number of fatalities may have fallen is challenging given the number of factors that influence an accident, and it is worth noting that the downward trend in fatal casualty figures accelerated once Durham Constabulary changed their recording method to Collision Recording and Sharing (CRASH) in March 2016.

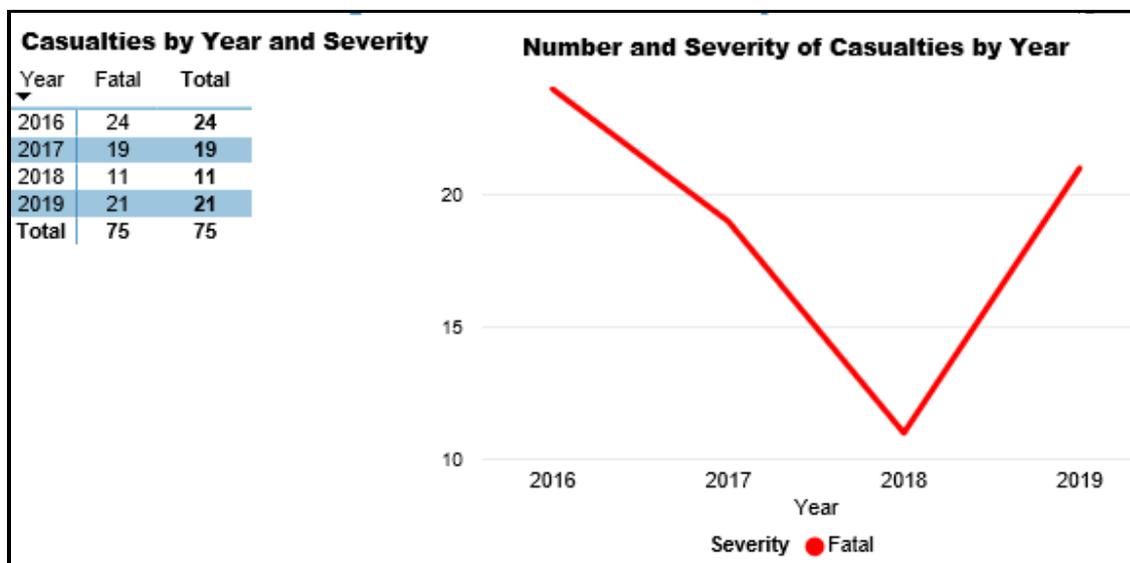


Figure 7: Fatal Casualties (North East Regional Road Safety Resource)

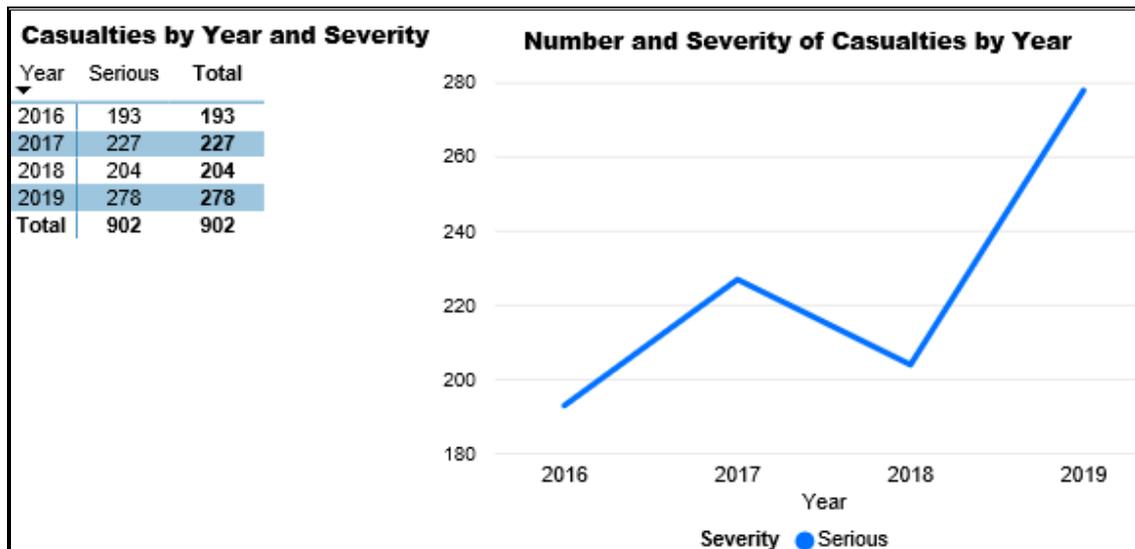


Figure 8: Seriously Injured Casualties (North East Regional Road Safety Resource)

23. Since the adoption of the CRASH system, serious casualties have increased. This is due in part to the change in categorisation of injury standards adopted with CRASH. Notwithstanding, Durham Constabulary continue to seek new ways in which to tackle the rise in serious casualties for road users.
24. In 2019 new equipment was supplied, funded in partnership across the 3 towns Area Action Partnership. Durham Constabulary have become the first force in the country to create a unique Speedwatch van to catch speeding drivers more effectively.
25. The Roads Policing Unit of Cleveland and Durham Specialist Operations Unit (CDSOU) also supports a calendar of campaigns throughout the year on top of their continuous policing and enforcement work. These campaigns currently focus upon trucks and buses, the carriage of dangerous goods, insurance, and drink/drug driving.
26. The national pledge to provide an extra 20,000 Police Officers nationwide is welcome, with Durham Constabulary recently advertising for an additional 200 Police Officers. However, it is worth noting that Durham Constabulary have seen a reduction of around 380 Police Officers since 2010.
27. The role of Neighbourhood Policing Teams (NPTs) and PCSOs are fundamental to policing in Durham Constabulary. PCSOs continue to have a presence across the county, and this year the force has recruited two new Community Safety Responders. These are highly trained individuals who work for the Constabulary as PCSOs, for Community

Durham and Darlington Fire and Rescue Service as retained firefighters, and also as first responders for the North East Ambulance Service.

28. Across the rural NPTs there is an appetite to revitalise and invigorate rural communities into establishing, and leading on, their priorities. These can then be supported and actioned by Durham Constabulary.

KPQ2: How well are we preventing and reducing crime?

29. Overall, Her Majesty’s Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) has graded Durham Constabulary as ‘Outstanding’ at preventing and reducing crime in four of the Police effectiveness, efficiency and legitimacy (PEEL) inspections it has undergone.
30. Crimes recorded by the police have risen recently in Durham, mirroring the national trend. This is because of improved recording, increased confidence to report certain crimes, and actual rises for some categories.

Police Recorded Crime % Change, Year Ending September 2018 Compared With Year Ending September 2019			
	Durham	North East	England and Wales
<b>All Crime (excl. fraud offences)</b>	1%	1%	5%
<b>Violence Against the Person</b>	7%	9%	12%
<b>Sexual Offences</b>	-3%	-1%	3%
<b>Robbery</b>	-18%	4%	12%
<b>Theft Offences</b>	-3%	-4%	0%
<b>Criminal Damage and Arson</b>	-4%	-3%	-2%

*Figure 9: Police Recorded Crime Percentage Change, Year Ending September 2019 Compared With Year Ending September 2017 (Crime Survey for England and Wales)*

31. From the period January 2019 to January 2020 percentage change in: Violence Against the Person, Sexual Offences, Theft Offences and Criminal Damage have increased marginally, while Robbery levels have seen no change from this time last year. (Source DCOP)

Police Recorded Crime Rate of Offences, Year Ending September 2019			
	Durham	North East	England and Wales
<b>All Crime (excl. fraud offences)</b>	100.1	107.2	88.8
<b>Violence Against the Person</b>	39.9	36.1	29.0
<b>Sexual Offences</b>	3.1	3.2	2.7
<b>Robbery</b>	0.3	0.6	1.5
<b>Theft Offences</b>	28.7	34.5	33.4
<b>Criminal Damage and Arson</b>	14.8	15.3	9.4

*Figure 10: Police Recorded Crime Rate of Offences per 1000 Population, Year Ending September 2019 (Crime Survey for England and Wales)*

32. Durham Constabulary has a higher proportion of resolved outcomes – where a crime has been solved by the police – than is the case nationally. Between February 2019 and January 2020, then, Durham’s solved rate was 19%, compared to a 13% average for forces across England and Wales from January 2019 to December 2019.

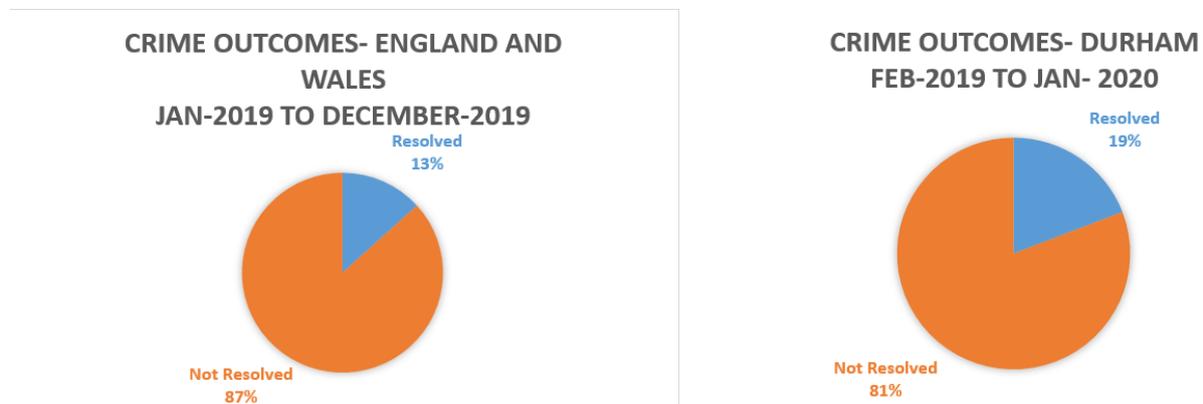


Figure 11: Crime Outcomes for England & Wales and Durham (Home Office)- NB Data is offered in differing month cycles due to the nature in which the raw data is presented.

33. There is an increased onus within Durham Constabulary upon tackling high harm crime. However, solved rates have decreased across the board, in all harm categories, with only four crime categories showing an increase in solved rate from August 2018 to August 2019. (Source DCOP)
34. Criminal Justice as a whole is made up of many agencies and partners. Whilst an increase in police officer numbers is of course welcome our partners may continue to struggle in relation to service delivery. This would include local authorities and organisations such as the Crown Prosecution Service, Probation, and the NHS.
35. On a wider point around crime prevention, Durham Constabulary is committed to keeping County Durham and Darlington safe for residents, businesses, students and visitors alike. A large part of this centres around the work of Durham’s neighbourhood policing teams who are always out and about in their local areas, helping to promote public safety. In addition, the Constabulary’s crime prevention officers offer specific advice about particular crimes – as well as how individuals and households can help to prevent crime through keeping their valuables and homes secure. More information can be found on Durham Constabulary’s website ([www.durham.police.uk/Information-and-advice](http://www.durham.police.uk/Information-and-advice)).

36. More detail on crime prevention activities will be included in future performance reports.
37. Reducing reoffending is the subject of the next report. However, there are a multitude of projects and schemes which Durham Constabulary work in partnership with, that aim to reduce reoffending, such as Community Speedwatch, Checkpoint, electronic tagging and alcohol ignition interlocks.

## **Outcome 2 – Victims and the vulnerable feel supported**

### KPQ3: How well are victims supported to cope and recover, and engage in criminal justice processes?

38. Victims often feel let down by the system because of the way in which they are passed from one agency to another and are not properly supported. The PCVC's office work (through the Local Criminal Justice Partnership (LCJP)) to ensure that victims and witnesses are able to cope and recover from their experience – and, that they are able to engage with the Criminal Justice System in a positive way.
39. The work is led and coordinated through the LCJP's County Durham and Darlington Victim and Witness Group. That group has a delivery plan mirroring its Strategic Plan on a Page. Below are the five sections of this delivery plan, with a small update on some of the work ongoing:

- I. Provide co-ordinated, end-to-end care and support for victims and witnesses

First and foremost this means understanding and identifying current pathways for victims as a part of ongoing commissioning to reach the right model in support of victims.

Another continuous part of this section of the delivery plan is ensuring that officers within the Constabulary have the correct level of understanding and awareness of victim and witness services.

- II. Effective pathways

In terms of these pathways for victims, the establishment of the Root Cause Analysis Group (detailed further below) helps the LCJP's Victim and Witness Group to identify gaps in service provision.

- III. Victim centred criminal justice system processes

The trial of the Criminal Justice Victim Liaison Officer is a significant part of this section of work (further detail below).

IV. Performance management

A performance framework group has worked to develop a performance management framework to enable better monitoring against outcomes and the delivery plan. This is now in place.

V. Awareness raising

Work is ongoing to develop a communications plan – and to ensure improved understanding among partners of one another’s work.

40. VCAS is commissioned by the PCVC for Durham and the PCC for Cleveland. It, alongside other – more specialised – services supports victims to cope and recover. As the current contract comes to an end, there will be a great deal of work ongoing to learn lessons ahead of recommissioning. The below graph shows the number of referrals received by VCAS over time.—the VCAS contract is running to September 2020 and work is underway to develop an improved contract specification.

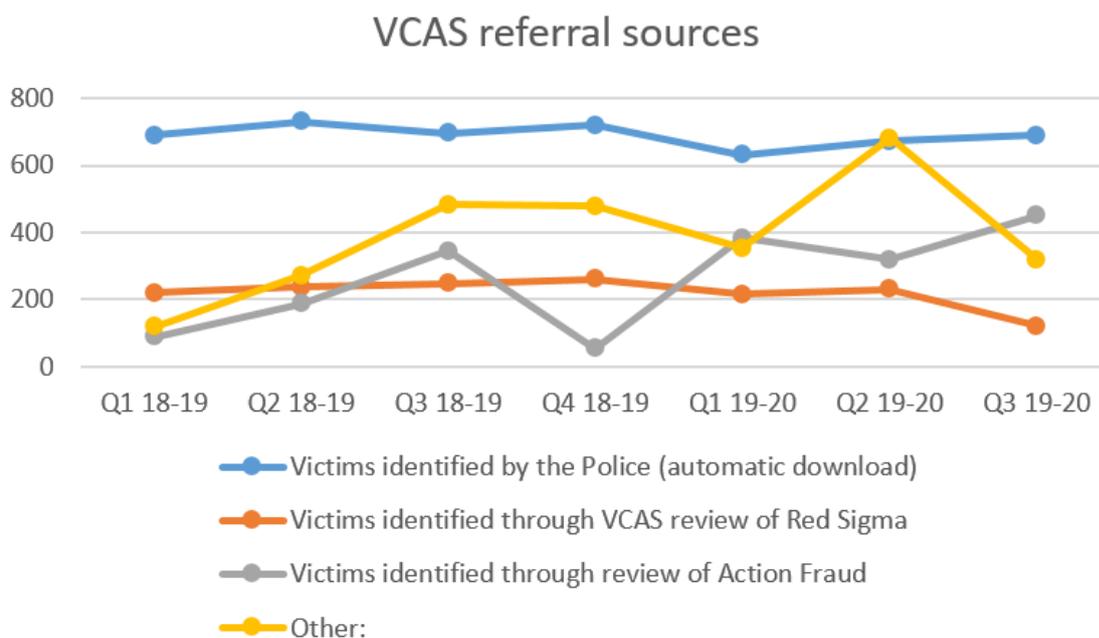


Figure 12: Referrals into VCAS

My office continues to work with the Constabulary to monitor these referral numbers.

41. As briefly highlighted above, feedback from the current pilot in Durham Crown Court of the Criminal Justice Victim Liaison Officer will inform the

recommissioned service. The liaison is funded by the PCVC and delivered through VCAS; they work in partnership with relevant criminal justice agencies to help ensure that a victim's voice is heard, that they feel safe, and that they are kept informed about the progress of their case.

42. More generally on support available, while VCAS remains the main support service for victims, I recognise that victims of certain crimes require a specialised element of support.
43. Accordingly, some of the specialised services that support victims include:
  - the Rape and Sexual Abuse Counselling Centre (RSACC) – a charity which provides free and confidential counselling and advice for women and girls who have been raped, sexually abused, or have suffered domestic abuse;
  - the Sexual Assault Referral Centre (SARC), which offers forensic medical examination, advice, support, counselling and sexual health screening for people in County Durham and Darlington who have experienced rape or sexual assault;
  - Harbour, which works with families and individuals who are affected by abuse from a partner, former partner or other family member; and
  - the Halo Project Charity, which supports victims with regard to those suffering abuse in the name of honour and those experiencing forced marriage.
  - Hate crime advocacy service HCAS- Evaluation underway this autumn with a view to any changes to arrangements from September 2020.
  - Offer support to victims of road traffic collisions (RTCs) which have happened as a result of a crime. This is offered to families of, and witnesses to, RTCs, usually coming under the category of killed or seriously injured (KSI) (but not exclusively).
44. In terms of these specialised areas, my office works to improve the way victims feel supported in a number of ways.
45. With regard to sexual abuse, I have increased Independent Sexual Violence Advocate (ISVA) provision for victims across Durham which is delivered through RSACC.
46. Tackling and preventing domestic abuse is a priority for me; my office therefore works with the Constabulary on this through 'The Whole System Approach' – a collaborative project across eight police force areas, and one that seeks to transform domestic abuse services, deliver lasting change, positive outcomes for victims, and meaningful consequences for perpetrators.

47. On support for victims of hate crime, and as part of the work of the Joint Hate Crime Action Group, a review of support for victims of hate crime is underway.
48. More broadly, other work is ongoing, directed by the LCJP's Victim and Witness Group which established a task and finish group to understand the current provision of services for young victims of crime. This work is ongoing.
49. Taking this altogether, there is more work to do to develop the right model in supporting victims; and that is why the joint work of the LCJP – and work with other partners – remains critical.
50. Moving on, recorded victim satisfaction is one of the indicators I monitor in holding the Constabulary to account over their service to victims.

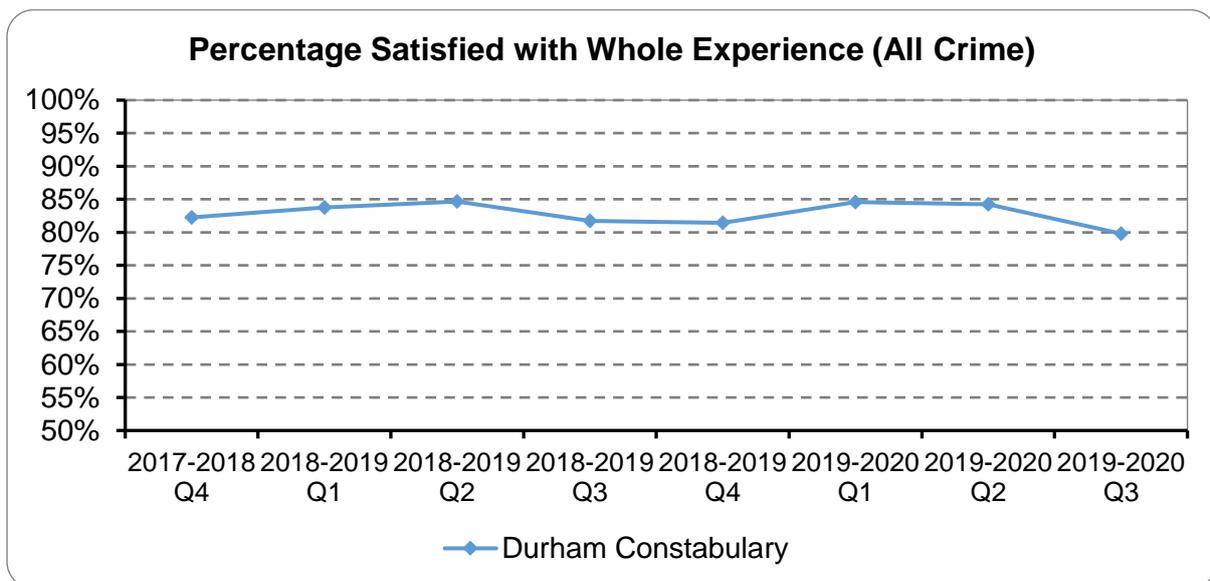


Figure 13: Percentage Satisfied with Whole Experience (All Crime)

51. Despite decreases since the last quarter in five out of six satisfaction categories; 'whole experience', 'ease of contact', 'actions taken', follow up received' and 'treatment', the satisfaction levels remain within typical fluctuation patterns, and these satisfaction measures only tell part of the story.

52. Indeed, understanding the *experience* of victims – something which goes beyond measuring victim satisfaction – is important, and is undertaken by my office in a number of ways.

#### *Victim experience*

53. Firstly, then, my office works with the Constabulary and others to undertake certain scrutiny work.

54. For example, the Rape Scrutiny Panel, which was established in line with the North East Regional Violence Against Women and Girls (VAWG) Strategy, works with Durham Constabulary to improve performance in the investigation of rape cases and to improve the service offered by the police to victims of rape.

55. Similarly, the Domestic Abuse Scrutiny Panel does the same with regard to cases of domestic violence, looking at such cases where there has not been a prosecution.

56. In addition to this work, the LCJP's Victim and Witness Group established a working group which looks to build on anecdotal feedback received from victims in relation to their experience with the Criminal Justice System. These Root Cause Analysis groups report back to the Victim and Witness Group on their findings, having identified issues within the current system, thereby aiding commissioning to help deliver improvements.

57. The Victim and Witness Group also receive detailed and meaningful performance reports from an analyst working within and alongside my team to understand and measure progress.

#### KPQ4: How well are vulnerable people supported?

58. Vulnerable people encompass a wide range of issues and persons; including but not limited to: alcohol and drugs, mental health, domestic abuse victims, missing from home individuals, child and adult safeguarding, those who have fallen victim to human trafficking and modern slavery, and CSAE.

59. HMICFRS recently undertook an inspection of selected forces (which did not include Durham Constabulary) in relation to crimes against older people. The Constabulary responds to the implications of thematic inspection which did not use the force as a case study.

60. Older people are supported in three core ways by Durham Constabulary:
1. Operational staff will identify concerns during their interaction with a vulnerable adult, and share the information with relevant safeguarding agencies through the completion of a Vulnerable Adult Concern form.
  2. A THRIVE assessment is made on initial contact by the call handler who informs the attending officer of that assessment. Also in follow-up to the incident a further THRIVE assessment takes place and a bespoke victim contract is agreed. Continual THRIVE assessment is crucial to deliver the best service to vulnerable people. This allows appropriate adults being sought and also specialist intermediaries, if required, to support our victim.
  3. Victims, or indeed people who have been affected during the crime, can be referred to our commissioned victim care service, VCAS (Victim Care and Advice Service), where they can review the information recorded and make a further needs assessment to ensure the correct level of support is provided by the correct support agency.

### *Modern Slavery*

61. Intelligence and incident reports and crime investigations relating to Modern Slavery and Human Trafficking (MSHT) remain low across County Durham and Darlington. Despite this, the Constabulary has a MSHT action plan which, because of the cross-boundary nature of these crimes, mirrors regional and national action plans. There is no dedicated MSHT team in the Constabulary but it is a standing agenda at high level strategic meetings, where responsibilities to identify and review the quantity and quality of investigations and intelligence for their area is emphasised.
62. Effective collaboration across partner agencies is an essential element of identifying and addressing MSHT. Subsequently, this issue is a regular and routine agenda item on both Adult and Children's Safeguarding Boards. Separately, a Memorandum of Understanding has been developed and agreed between the Constabulary, Durham County Council and Darlington Borough Council. This ensures that victims of MSHT are managed within safeguarding procedures as part of a strategy meeting.
63. Guides and best practice material have been produced and are available for all staff and this compliments multiple training packages that are delivered on of which being the internal 'Safeguarding First Responder' package. A Cohort of Detectives from various ranks have received enhanced, accredited training and awareness for MSHT. North East Regional Special Operations Unit (NERSOU) training on MSHT was most

recently delivered in December 2019 to investigators and file builders in response to concerns raised around the lack of successful prosecutions.

- 64. There is currently no designated Victim Reception Centre in County Durham or Darlington. However, there is future scope to utilise different neighbouring Local Authority area facilities. Separately, planned operations always have robust engagement from all partners, in particular the Fire Service, when accommodation is required. Reactive operations have previously been more problematic but now that cases are discussed in the context of safeguarding processes, the required partners involved and a Memorandum of Understanding in place, issues relating to ongoing accommodation have eased.
- 65. A Modern Slavery Toolkit for Police and Crime Commissioners has been developed and we will be using this to better understand MSHT both nationally and regionally and enable a regular review of our local picture. The toolkit includes best practice in respect of commissioning and ensuring access to victim support services appropriate to local requirements, the benefits of local, regional and national Modern Slavery Networks and our responsibility to hold others to account and ensure there is an effective, collaborative multi-agency response to modern slavery and exploitation.

### *Mental Health*

- 66. A significant number of incidents that the police deal with involve mental ill-health in one way or another.

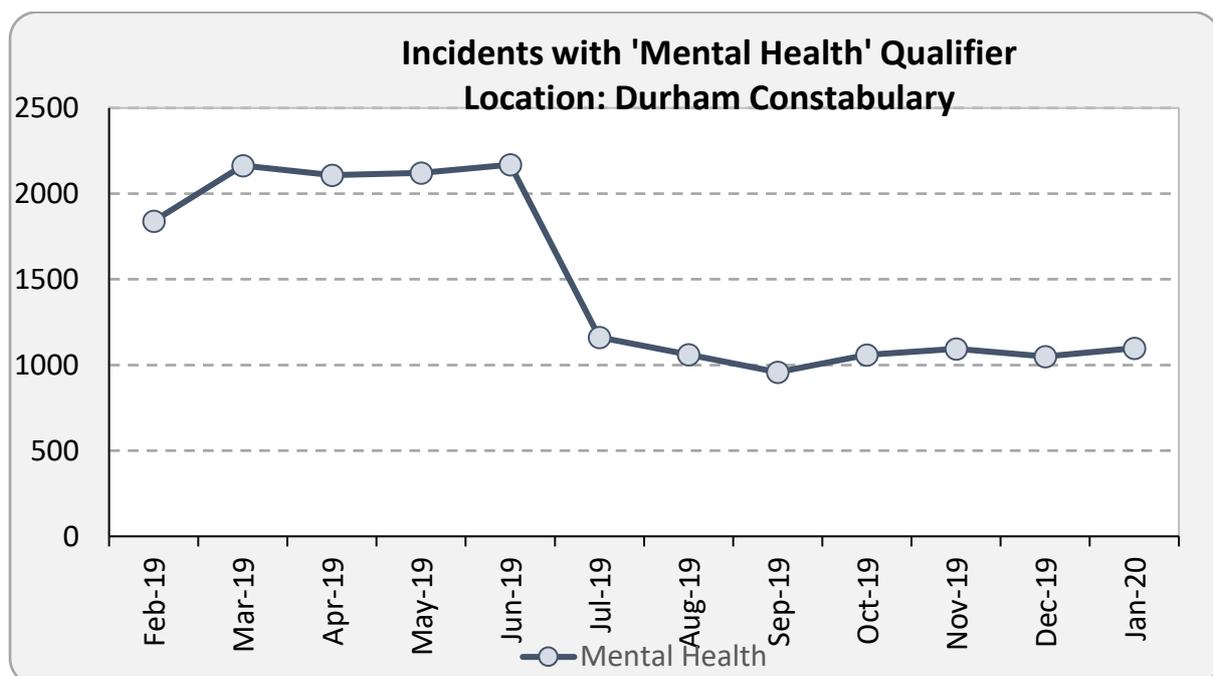


Figure 14: Monthly Incidents with a 'Mental Health' Qualifier (Durham Constabulary)

67. The graph since July 2019 displays that incidents with a mental health qualifier have remained reasonably consistent. The dramatic fall in numbers is attributed to a change in recording and data population.
68. As shown in *Figure 14*, since July 2019 to January 2020, incidents with a mental health qualifier have fluctuated steadily around the 1,000 mark.
69. And an average of 31% of mental health related calls in 2019 were supported by the Street Triage Team – mental health nurses co-located within the Constabulary. The Street Triage Team now has a wider remit which includes working with NPT Officers to support people with mental health issues in non-crisis situations.
70. Something significant to note are changes, brought about in 2017, to the Mental Health Act which prohibited the detention of under 18s in police custody, and stressed that over 18s may be detained in only exceptional circumstances. In 2019, there was one detention in police custody as a 'place of safety' across Durham's force area.
71. The PCVC also promotes referral to Liaison and Diversion (L&D) services. These identify people who may be vulnerable when they first come into contact with the Criminal Justice System (CJS). Indeed, the service can support people into appropriate health or social care.

#### *Educate and Raise Awareness of Sexual Exploitation (ERASE)*

72. The ERASE team focus on Child Sexual Exploitation (CSE) – as well as on missing children (given that this can be an indicator that a child is at increased risk of sexual exploitation).
73. As part of this programme of work, the Herbert and Philomena protocols are two schemes which look to help prevent vulnerable adults, and children in care, respectively, from going missing – and in the case of someone going missing, to help to find them more quickly.

#### *Vulnerable people with complex needs*

74. The Vulnerability Intervention Pathway (VIP) Navigator Service works with adults with particular needs that require multi-agency support. The initiative is council-led and police representatives work with partners, including on the VIP Programme Board and Tactical Group. DCC funding for the VIP navigators has recently been extended to August 2020.

75. Community Peer Mentors is a project which aims to reduce the pressure on frontline emergency services by engaging with and supporting people who feel they are vulnerable owing to anti-social behaviour, neighbour disputes, or crime. It engages with those who make frequent calls, helping reduce the severity and/or frequency of these calls. As a project it is now active across the whole of Durham Constabulary with area coordinators in place.

**Recommendation**

76. That the Panel note the contents of the report and seek any relevant points of clarification.

**Steve White**

Acting Police, Crime and Victims' Commissioner

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## **Appendix: Risks and Implications**

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### **Finance**

N/A

### **Staffing**

N/A

### **Equality and Diversity**

N/A

### **Accommodation**

N/A

### **Crime and Disorder**

N/A

### **Children's Act 2004**

N/A

### **Stakeholder/Community Engagement**

N/A

### **Environment**

N/A

### **Collaboration and Partnerships**

N/A

### **Value for Money and Productivity**

N/A

### **Potential Impact on Police, Crime and Victims' Plan Priorities**

Highlights performance in relation to the Police, Crime and Victims' Plan.

### **Commissioning**

N/A

### **Other Risks**

N/A

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