



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

**Police and Crime Commissioner's response to
'Mistakes were made'
HMIC's review into allegations and intelligence material
concerning Jimmy Savile between 1964 and 2012**

HMIC's report ([available here](#)) into the allegations against Jimmy Savile makes uncomfortable reading. For years it appears that hundreds of people were let down by a system that victims felt would not take them seriously. Deplorable crimes went largely unrecorded with practically no action taken to address a chain of alleged abuse by a high profile personality.

Whilst the HMIC's report makes no suggestion that Savile was responsible for offending in Devon and Cornwall, it is inconceivable to think that people from this area were not victims of Savile over past decades.

The response to terrible occurrences like this is not always best met with commissioning expensive reviews or introducing a raft of new procedures and policies. Often, what is required is to refocus and reenergise efforts on what we know already works in many cases. I am not at all complacent about alleged failings of a system that, for whatever reason, made people feel that it was not worth lodging an allegation with the police. However, HMIC recognise that whilst Savile was a prolific offender, he was just one individual and there is no suggestion he was part of a wider cover up.

I have offered the Chief Constable the opportunity to provide a Force response to the report. This is attached to this paper.

I am glad that the Chief Constable has acted promptly to ensure the Devon & Cornwall Police's Safeguarding review, which is due to report shortly, takes account of the findings from the HMIC report.

My Police and Crime Plan places high priority on working more effectively to tackle crimes of sexual violence, domestic abuse and crimes against the vulnerable. A precursor to this is the need to encourage people to come forward to the police to report incidents and crimes. In a system where the police are expected to reduce levels of crime, I believe there can be insufficient incentive for the police to encourage victims to come forward and report issues.

I intend to work with the Chief Constable to explore how we can do more to persuade victims to contact the police. Only when we know the full picture, can the police understand the issues and work with partners to address the underlying causes. Taking timely, decisive action, with our partners, in response to allegations is paramount if we are to encourage people to come forward.

For this reason, I have made it very clear in my Police and Crime Plan that I not only accept but expect to see a marked increase in the reporting of sexual offences in Devon and Cornwall. This will enable the police to use this increase in intelligence, share it with partner agencies as appropriate and act upon it in the victims and public's interests.

I believe that burying our heads in the sand and denying it is a problem is wrong. All evidence suggests some offences have high levels of under reporting, as the HMIC's report illustrates. We can only work to put right what we know. But I understand that there is sometimes reluctance to report issues to the authorities. This is what I intend to address.

HMIC's report raises the issue of mandatory reporting. As Police and Crime Commissioner, I am committed to doing all I can to protect the vulnerable and reduce crime. Statutory agencies working closely together are only able to work with what they know. Like all crime reduction activity, intelligence gathering and sharing of information is fundamental. Without accurate and timely information, the police and their partners are unable to act and protect.

I do accept that mandatory reporting may place some people in a difficult position morally but I am of the view that the requirement to escalate genuine issues of professional concern would assist to better protect the vulnerable and eventually lead to reduced crime. On balance, I would support mandatory reporting of some crimes and would welcome contributing to a wider debate on this matter.

Tony Hogg

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

Chief Constable's response

1.0 Background

1.1 The report ' Mistakes were Made' sets out the HMIC's findings in response to the Home Secretary's commission into Operation Yewtree, and details the way in which three Forces investigated allegations against Savile.

1.2 Whilst the Report is thematic and makes no mention of the Devon and Cornwall Constabulary the HMIC has identified a number of areas of improvement and concern that all Forces will need to review.

1.3 In order to address the issues that are raised in the report its content will be reviewed and any associated actions will be delivered as part of the Rape and Sexual Offence improvement plan which is overseen by the Sexual Offences Improvement Group and by the Safeguarding Vulnerable Peoples Board which is chaired by ACC Crime & Justice.

1.4 The report clearly identifies that future joint inspections of Forces will look at Child Rape and Child Sexual Exploitation (CSE). In respect of CSE the Force

has been working with partner agencies to develop a Peninsula wide protocol and working practices. The launch of this work took place on the 27th March 2013 and whilst there is still a great deal of work to do to finalise the working practices a great deal of the structure is already in place.

1.5 In respect of Child rape investigative standards and working practices these are areas of business that are being reviewed by the Sexual Offences Improvement Group and the Safeguarding People (SVP) Review within the Force. This work is ongoing at the time of writing the report.

1.6 Work has progressed in respect of the Safeguarding Vulnerable People Review which will ensure that the Force has a Public Protection Structure and safeguarding practices which will meet future demand including the ability to respond to CSE and Child Safeguarding issues. This review which has been consulted on widely is currently compiling a final business case for submission to the Force in May 2013.

2.0 The HMIC Report

2.1 The report has a number of clear recommendations contained within it all of which will be the subject of review by the Force. The report's recommendations are documented below together with the current position in relation to the Devon and Cornwall Constabulary.

The recommendations are as follows;

Recommendation 1

The College of Policing should issue guidelines to all forces about how to deal with investigations of child abuse following the death of the alleged perpetrator.

This recommendation would be welcomed. It is clear that Forces vary in their response to historic abuse cases. The guidelines would assist in standardising practice particularly in respect of the definition of historic abuse and the need for specialist investigative resource in this area of safeguarding. At present historic offences are invariably conducted by Local Investigation resources that may not have the specialist skills to deal with these types of offences. There will be a need for the Head of Public Protection to review current working practices in the light of this report. This action will be documented within the Sexual Offences action plan and completed by the 30th May 2013.

Recommendation 2

In view of the current low reporting rate, the police service and the College of Policing should establish ways to encourage the reporting of sexual crimes, creating a culture and operating practices that do not contain perverse incentives to the detriment of victims and the public.

This recommendation will be reviewed by the Force Public Protection Unit as part of their ongoing work in relation to the Sexual Offences Improvement Group. Contact has already been made with the Forces Corporate Communications

Department to look at innovative ways in which to design a web page on the external Force site to encourage victims to come forward. In order to ensure that this work is victim focused advice will be sought from a specialist in this area. Work will also take place with victim groups through the networks established via the Safeguarding Boards to look at other ways to reach vulnerable target groups.

Recommendation 3

We consider that a system of mandatory reporting should be examined whereby those who, in the course of their professional duties, become aware of information or evidence that a child is or has been the victim of abuse should be under a legal obligation to notify their concerns to others.

Again this recommendation is welcomed and would assist in identifying both victims and perpetrators. Such work could be progressed via the Safeguarding Boards once national guidance has been published.

Recommendation 4

Each agency which has a role to play in safeguarding arrangements for children and vulnerable adults should ensure they comply with relevant policies; there must be regular and systematic checks to ensure that those policies are being properly and fully put into practice.

The Force is currently in the process of updating all of its policies and working practices relating to safeguarding children. Some eighty percent of those documents have been reviewed.

Each year the safeguarding Boards conduct a section 11 audit as part of their statutory obligations within 'Working Together'. This audit is reviewed by Peninsula Boards to ensure that practices are compliant with National best practice. Each of the Boards also undertake annual audits through the quality assurance sub groups that have been set up. In Cornwall external auditing has also taken place in respect of adult safeguarding. These checks are reported back through each Board as part of their scrutiny process.

As a Force we have an established Serious Case Review Process and undertake thematic reviews such as child neglect, rape and MAPPA. Again these would identify areas of improvement that would be needed to current practices.

Recommendation 5

All relevant Inspectorates should ensure that their inspection regimes and programmes are designed to report on how well these policies are being applied at a local level.

The Force Public Protection Unit has been assessing practice and policy against a national set of descriptors which were published by the NPIA. This work was undertaken to ensure that the Force was ready for any multi agency inspection process.

The Force is also developing a performance framework for the Public Protection Unit which will ensure that strategic oversight can be maintained by the PVP Board and Safeguarding Boards as to the progress that will be made in this area of business.

2.2 The Savile report also states;

'Our review has also indicated other areas of concern. We are not in a position to reach any definitive conclusions in these areas yet, but we intend to undertake further work as part of our Child Sexual Abuse and Sexual Exploitation Review which we are undertaking later in 2013. These areas include whether the police service needs to reassess:'

1 the management of historical child and adult sexual abuse allegations;.

The structure and processes required to deal with these issues forms an integral part of the SVP Review. As previously stated within this report additional work will need to take place with respect to adults reporting historic abuse to ensure that the victims receive a quality service which meets their specific needs.

2 the management of victims concerned about their isolation and thereafter their reluctance to support further police and prosecutorial action;

This is a specific issue raised in the report and relates to the isolation of victims who may not know that other victims have come forward to report abuse. The report recommends that Senior Investigating Officers (SIO's) must review each investigation in the light of these findings with a view to informing victims of all reports. This is a matter that will be raised with all SIO's in the Force. The Head of Public Protection will ensure that this is communicated to all relevant staff by 16th April 2013.

3 the apparent cultural resistance to challenging wrong-doing by people in the public eye and the support that is provided to officers engaged in related investigations;

At this time there is no evidence or information that has come to light which would suggest that the practices that took place in other Forces are replicated in the Devon and Cornwall Constabulary. To ensure that this is the case however this aspect of the Forces systems will be reviewed by the Head of Public Protection by 30th June 2013.

4 MOPI so that it covers the uploading of records (such as those found on the Home Office Large Major Enquiry System) onto PND;

Whilst the Force has policy and working practices which adhere to national guidelines in respect of MOPI and PND a review will be carried out to ensure that the issues raised in the Savile report have been addressed. This will be carried out by the Head of Public Protection by 30th June 2013.

5 the extent to which MOPI is being implemented;

As at 4 above.

6 the management of intelligence arising from 21st century technological advances.

The Savile report highlights the importance of collating and sharing all types of intelligence including social media. Whilst the Force has policy and working practices which adhere to national guidelines in respect of intelligence handling and dissemination a further review will be carried out to ensure that the issues raised in the Savile report have been addressed or are already embedded within the Forces systems. This scoping will be carried out by the Director of Intelligence by 30th June 2013.

2.3 In recent months the Force has undertaken extensive work in relation to many of the areas of safeguarding that have been highlighted in the Savile report. A priority for the Force is the safeguarding of the vulnerable within the Forces communities, and therefore every opportunity will be taken to review its practices and structures to meet current and future demand. This work has and continues to be undertaken as part of the SVP Review.