



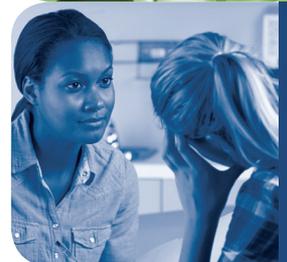
Wiltshire and Swindon

# Police and Crime Plan

# 2013 - 2017

## UPDATES

August 2014



*partnership, pro-activity, prevention*

# Police and Crime Plan Introduction

**The Police and Crime Plan, which was published in March 2013, is for the period 2013-2017. It set out my vision and priorities for my term as Police and Crime Commissioner.**

In my annual report I give an update on the progress that has been made in the delivery of the plan, whether by Wiltshire Police or through other commissioning by the Office of the Police and Crime Commissioner (OPCC).

I have no reason to vary the plan after the first year, but I do have to recognise changes that have taken, and will take, place. I have therefore decided that I will publish updates to the plan. These will cover three areas.

- New work being undertaken by the OPCC
- An update of data
- Further explanation of some objectives within the plan.

From October 2014 I will be responsible for the commissioning of victims' services and this work will further increase over the following year. During the year I have established Victim Forums and Victim Panels and these have been invaluable in the development of Your Journey to Justice. This will "go live" on the Wiltshire Police website in the second quarter of this financial year. These events have also helped guide me in my thinking around victim services and the commissioning of additional victim-focused services. There will be greater activity in this



arena with the new funding streams from Government, but I have had the opportunity to support some existing projects through the old community safety funds and some new ones through the Innovation Fund. The commissioning strategy for victims is set out in update 1.

One of the key objectives in the plan was to give victims the option to pursue a resolution through restorative justice where this was appropriate to the offence committed. During the year I was able to extend the Neighbourhood Justice Panels to be available right across Swindon and Wiltshire. My office

# Police and Crime Plan Introduction

will receive £155,000 from the Government for commissioning restorative justice initiatives and my plans for this are set out in update 2.

Chapter 8 of the Police and Crime Plan dealt with the service level commitments that I was giving Wiltshire Police for 2013-2014. My assessment of the performance by Wiltshire Police is covered in the Annual Report referred to above. Appendix A of the Police and Crime Plan contained the key statistics for the force area, crime and staffing numbers within Wiltshire Police. These have changed and the Appendix has been amended to reflect the current position as set out in update 7.

During the first quarter of 2014 I consulted the public on the level of the police and crime element of Council Tax, known as the precept. The precept has been increased for 2014/15 by £3.15 for a band D property. The main Policing Grant funding from central government has been reduced. However, as mentioned above, new funding streams for victims' services and restorative justice have been placed with my office. To reflect these changes Appendix B has been updated in update 3.

Whilst Police and Crime Commissioners replaced the police authorities, the role is almost entirely different. In Appendix D of the Police and Crime Plan I set out the initial

proposals for the OPCC. As the office has developed, and indeed continues to do so, the staff structure of the office has also evolved. In update 6 I show the structure which was in place at the start of the new financial year.

Finally there were four initiatives within the plan for which I feel that greater explanation is required.

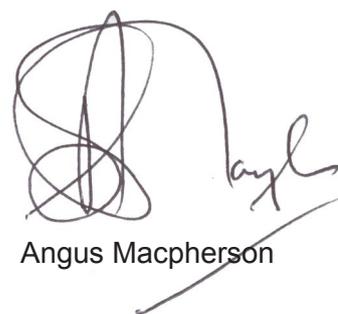
In the Police and Crime Plan I express the objective of having a minimum of 300 active Special Constables across Wiltshire and Swindon. In update 8 I have expanded that vision and provided greater detail on what that might mean in practice within the Constabulary.

Wiltshire has a proud record of volunteering, and the engagement of volunteers is key not only to the delivery of many aspects of the Police and Crime Plan, but also to the prevention of crime. Policing is a partnership activity. In update 4 I set out in more detail what I have in mind for volunteers, both in the community, and in support of the Constabulary.

Within my key initiatives in relation to customer service I undertook to appoint an independent adjudicator to scrutinise complaints against the police. This appointment was made in March 2013; in update 5 I set out how that role has developed and what further developments I foresee.

I have developed arrangements to ensure the effective governance of the force, and of other services that I commission. I set out in update 9 a diagram showing how these arrangements work.

I hope that these updates will give a better understanding of the Plan in relation to 2014-15.

A handwritten signature in black ink, appearing to read 'Angus Macpherson', with a long horizontal stroke underneath.

Angus Macpherson

# Police and Crime Plan

## UPDATE 1 - Commissioning victims' services

**I made a commitment in my Police and Crime Plan to put victims and witnesses at the heart of the criminal justice system in Wiltshire.**

**F**rom April 2015 I will be responsible for commissioning local support services for the victims of crime. Throughout 2014 this involves looking at existing support and listening to the views of victims to shape services which meet their needs. It also involves working closely with local partners, including other public and voluntary and community sector agencies, to ensure services and strategies are aligned.

The aim of the victim services will be to help people cope with, and recover from, the effects of crime. I will commission services that are available to people whether or not they report the crime to the Police.

### National and local picture

Following a Government consultation in 2012, 'Getting it right for victims and witnesses', the Ministry of Justice (MoJ) confirmed the introduction of a mixed model of national and local provision of services for victims.

Nationally, the MoJ will still be responsible for services which provide support for:

- Victims of trafficking
- Those bereaved by homicide
- Victims of rape (through rape support centres)
- Witnesses at court



They will also continue to run some national helplines and some services for victims of sexual and domestic violence.

Other services for victims will be commissioned locally by PCCs. In Wiltshire and Swindon I will focus particularly on those victims who have suffered the greatest impact from crime including **victims of serious crime**, those who are **persistently targeted** and the **most vulnerable and intimidated**.

### Victims' Code of Practice

A revised Victims' Code of Practice was published in October 2013 which gives

victims a legal right to receive a minimum standard of service from the police and other criminal justice agencies. This includes: assessment of need, information about victims' services and appropriate referral, and information and support on the journey through the court system. It also allows victims to make a personal statement on the impact the crime has had on them and this can be read out in court.

### Funding

Funding for victim services will be issued to the Office of the Police and Crime Commissioner (OPCC) as a grant for 2015/16. The allocation for Wiltshire will be £584,000. We also have funding

# Police and Crime Plan

## UPDATE 1 - Commissioning victims' services

available in 2014/15 to begin to invest in victim services. The MoJ also states that PCCs may wish to make funding available from other sources such as the Community Safety Grant to support the victims of anti-social behaviour (ASB) as part of the service. I intend that victims of ASB referred by local authorities should be supported and local authority partners will be closely involved in developing this and other elements of the overall commissioning model.

### Listening to victims

We have been consulting victims about services they have received to date to help us shape the new service. Responses



vary widely depending on a variety of circumstances. However, victims have told us clearly that they:

- want information provided in a timely way and wish to be kept up to date with clear communication on their journey through the court system
- want to be listened to, and to discuss the impact that crime has had on their lives
- want an appropriate and sensitive response from the services they access
- want to be treated as individuals with services tailored to their needs
- appreciate honesty, consistency and understanding.

Services to victims can vary from supporting the complex health needs of the victims of sexual violence to providing practical support such as to change the locks of a vulnerable victim of burglary.

One of the things we will be providing is an online guide called Your Journey to



Justice which will help people understand how they report crime and how they access victims' services.

### Victims services for Wiltshire and Swindon

I will be working with these ambitions for victim services:

- Improving the co-ordination, consistency and access to services for victims across Wiltshire and Swindon through effective partnership work
- Considering the needs of all victims, with an early assessment of their particular circumstances and a clear focus on the most vulnerable, those persistently targeted and the victims of the most serious crime
- Effective communication and monitoring of individual cases
- Developing victim services in a way that builds on existing good practice, including supporting small and specialised services and providers

# Police and Crime Plan

## UPDATE 1 - Commissioning victims' services

- Encouraging the development of local volunteers to build the confidence of victims in communities
- Ensuring victims are updated regularly on the progress of their case through the criminal justice system
- Reaching out and promoting services to those most vulnerable and least likely to report crime
- Ensuring support is available on the basis of the impact experienced by the victim
- Developing restorative justice practices focused on victims' needs

### Designing the service

The basis of the model will be a commissioned service to provide contact and co-ordination for services available to victims of crime in Swindon and Wiltshire. There will be an integrated force/victim service which will contact victims and carry out an enhanced needs assessment to determine their requirements. The victim service will offer victims regular information on the progress of the investigation or case. It will also provide reassurance and support. This will include offering practical support, time to listen to victims' concerns and fears and, if required, visiting or meeting victims to help them come to terms with the impact of a crime. The service will also refer victims



to other specialist support services, restorative justice or community networks.

Through our commissioning budget we will also support some specialised and community services, for example for domestic violence, to ensure enhanced capacity and capability, particularly to support vulnerable and hard-to-reach victims of crime.

### Timetable

This month (August) I advertised the procurement of the primary victim service provider and invited pre-tender negotiation

with the market to refine the service specification. Tenders will be to be returned to my office for evaluation, with the contract being awarded in December 2014. The new service will start from 1 April 2015.

Alongside this I will be working with Wiltshire Police to establish an in-house victim unit which will keep victims up to date on the progress of their crime and deliver the requirements of the new victims' code of practice. I will also consider funding available to specialist support organisations in the county.

# Police and Crime Plan

## UPDATE 2 - Restorative justice commissioning

**This paper sets out how I intend to commission Restorative Justice (RJ) services. My Police and Crime Plan objective is to see community justice solutions become the norm in all appropriate cases. I want to place a much greater emphasis on the needs of the victim, with offenders making reparation to communities and individuals.**

### 1. Background

#### Why use restorative justice (RJ)?

- RJ used in community resolution can provide a swifter and more appropriate way of dealing with low level crime and anti-social behaviour (ASB) than formal court processes.
- Research findings have indicated a number of benefits, particularly from face to face restorative conferencing<sup>1</sup>. These include:
  - Victim satisfaction process, including reduced desire for revenge and reduced post traumatic stress
  - Reduction in repeat offending for some offenders
  - Reduced court costs.

#### Current use of restorative justice in Wiltshire

- Since 2010 Wiltshire Police have used restorative justice principles in community resolutions as a proportionate and sensible way of resolving problems of low level crime or ASB without recourse to lengthy court process. These community resolutions are one form of out of court disposal, used by the police<sup>2</sup>.



- Neighbourhood Justice Panels were introduced as a pilot endorsed by the Ministry of Justice (MOJ) in Swindon. They provide restorative conferences for victims and offenders through the use of trained volunteer facilitators, following referral from police or partners such as housing. Panels have now been set up in Trowbridge, Devizes, Chippenham and Salisbury<sup>3</sup>.
- Youth Offending Teams (YOTs) use a variety of RJ practices when dealing with young offenders. New Youth Crime Panels are being trialed in

Marlborough, Corsham and Trowbridge.

- Restorative justice principles can also be applied in other contexts e.g. in schools, the workplace, or by housing management.

### 2. The future

In the new landscape<sup>4</sup> the MOJ is making funds available so that I can:

- Commission provision of RJ services for victims which can be requested at any stage of a court process<sup>5</sup>

# Police and Crime Plan

## UPDATE 2 - Restorative justice commissioning

- Commission services where the magistrates or crown court defer passing sentence to allow time for an RJ process.

I will work closely with the new Community Rehabilitation Company (CRC)<sup>6</sup> who will deliver victim-offender conferencing under a rehabilitation activity requirement imposed by the courts, or where the offender is released from custody on licence or under CRC supervision.

### 3. What does this mean in practice for Wiltshire?

- Wiltshire Police will continue to use Community Resolution as one of the ways of dealing with low level crime and ASB as an out of court disposal. The community remedies being developed in consultation with the public and community representatives will provide a more transparent process for

#### Community Resolution

- Youth Offending Teams (YOTs) will continue to use a range of restorative practices when dealing with youth offenders. These may include referral to Neighbourhood Justice Panels (or the equivalent)
- Where the victim makes a request, the Police, and other partner agencies will refer appropriate offenders to Neighbourhood Justice Panels (or the equivalent) for restorative conferencing



- Neighbourhood Justice Panels (or their equivalent) will have to be able to respond in a timely fashion to referrals at the pre sentencing stage<sup>7</sup> and where the victim requests RJ later in the court process
- Victim - offender conferencing commissioned by the National Offender Management Service and National Probation Service will take place as part of the management of offenders of more serious crime

### 4. Issues

I will pay particular attention to the following:

- **Development of partnership working**
  - Including robust and workable referral processes and protocols for sharing information between partners and providers



# Police and Crime Plan

## UPDATE 2 - Restorative justice commissioning

- Ensuring that the provision of RJ conferencing complies with other RJ processes and victim services that I commission

### ■ Developing sustainability

- Embedding the RJ processes within the police and court processes
- Developing an evidence base to commission more workable solutions
- Maintaining public and partner awareness of RJ
- Long term funding
- Ongoing training

### ■ Accreditation, governance and scrutiny that will provide legitimacy for RJ practices

#### At a national level:

- ACPO (Association of Chief Police Officers) has issued guidelines and a minimum standard for the use of RJ processes within community resolutions
- The Restorative Justice Council (RJC)<sup>8</sup> was tasked by the MoJ to develop Restorative Service Standards and a national system of accreditation for providers and trainers.

#### At a local level:

- The police (who are accountable to me through the Chief Constable) must adhere to national guidelines for their RJ activity (which is mainly Community Resolution of low level crime

and ASB).

- Strengthening existing independent scrutiny arrangements under the oversight of the new Crime Reduction and Community Safety Strategy Board
- There is a NJP Programme Board which oversees the current NJPs.



## 5. Timescale

See table below...

Mar - Aug 2014	Appointment of consultant to assist OPCC in development; consultation with partners, stakeholders, service providers and development of specification
Sep 2014	Advertise procurement and pre tender negotiation
Mid Oct 2014	Return of tender
Oct - Dec 2014	Evaluate tenders
Dec 2014	Contract awarded
Dec 2014 - Mar 2015	Transitional arrangements
1 Apr 2015	Commissioned service goes live

# Police and Crime Plan

## UPDATE 2 - Restorative justice commissioning

### NOTES

#### What is Restorative Justice?

- Restorative Justice (RJ) is best seen as an umbrella term and it can be defined as "... processes which bring those harmed by crime or conflict, and those responsible for the harm, into communication, enabling everyone affected by a particular incident to play a part in repairing the harm and finding a positive way forward" - [www.restorativejustice.org.uk](http://www.restorativejustice.org.uk) used in Facing up to Offending: use of restorative justice in the criminal justice system. Joint thematic inspection by HMIC, HMI Probation, HMI Prisons and the HMCPSI September 2012.
- There are a number of existing ways of dealing with crime and Anti-social Behaviour (ASB) in which RJ principles are used and there are many confusing terms in circulation, both in Wiltshire and nationally: e.g. Local Resolution (LR), now known as Community Resolution (CR), Community Remedies (CR), Community Justice, some Out of Court Disposals (OCDs), Neighbourhood Justice Panels (NJP), Restorative Conferencing etc. This confusion is increased by shorthand use of acronyms.
- Here are some practical examples of the RJ process: Community resolution for lower

levels of crime or ASB would include where an offender apologises in person or by letter to the victim for the harm done and where the victim accepts the apology or the offender repairs something he has damaged or pays the victim compensation for the damage.

- Restorative Conferences are where victim, offender, and their supporters meet with the assistance of a trained facilitator(s), and relevant professionals (e.g. social workers, youth offending team, police, probation or prison service). The conference follows a clear structure so that the victim can explain to the offender the impact of the crime upon them, seek an explanation and apology from the offender and play a part in agreeing what restorative or reparative activity happens next.
- Community Conferences are similar but can be larger events, involving members of the community affected by the crime. Outcomes involving reparations (or making amends for a wrong doing) can include working for free for a charity, agreeing to seek help for drink/drugs problems and keeping the victim informed of progress.

<sup>1</sup> See e.g. STRANG, H. & SHERMAN, L.W. et al, Restorative Justice conferencing: effects of face-to-face meetings on offenders and victims; a systematic review for the Campbell Collaboration (2012); SHERMAN, L.W. & STRANG, H., Restorative Justice, the evidence, The Smith Institute (2007) both referred to in Facing up to offending: a joint Thematic Inspection by HMIC, HMI Probation, HMI Prisons, and the HMCPSI (2012). SHAPLAND, J., Restorative Justice in practice: what works for victims and offenders, Routledge (2011) gives a useful summary of the research relating to RJ conferencing.

<sup>2</sup> Other OCDs are cannabis warnings, cautions, conditional cautions.

<sup>3</sup> In 2013/4 I funded the Centre for Justice Innovation from my Innovation Fund for a year to introduce Neighbourhood Justice Panels across Wiltshire so that they are available more widely.

<sup>4</sup> Transforming the CJS: a strategy and action plan to reform the Criminal Justice System, Ministry of Justice, June 2013; Transforming Rehabilitation: a strategy for reform, Ministry of Justice, May 2013.

<sup>5</sup> Grant funding for victims is limited for benefit of victims of crime.

<sup>6</sup> From 31 May 2014 the rehabilitation of low to medium risk offenders (i.e. approx. 55 per cent) will be managed and delivered by 21 regional CRCs. Wiltshire, Bristol, Somerset and Gloucester are combined as a CRC.

<sup>7</sup> The number of deferred sentence referrals may be small. Pathfinder research is underway, due to report 2015, and MOJ has published guidance under s.1ZA(6) of the Powers of the Criminal Courts (Sentencing) Act 2000 about deferring the passing of sentence to allow for RJ, 19 May 2014.

<sup>8</sup> [www.restorativejustice.org.uk](http://www.restorativejustice.org.uk)

# Police and Crime Plan

## UPDATE 3 - Finance in the new structure

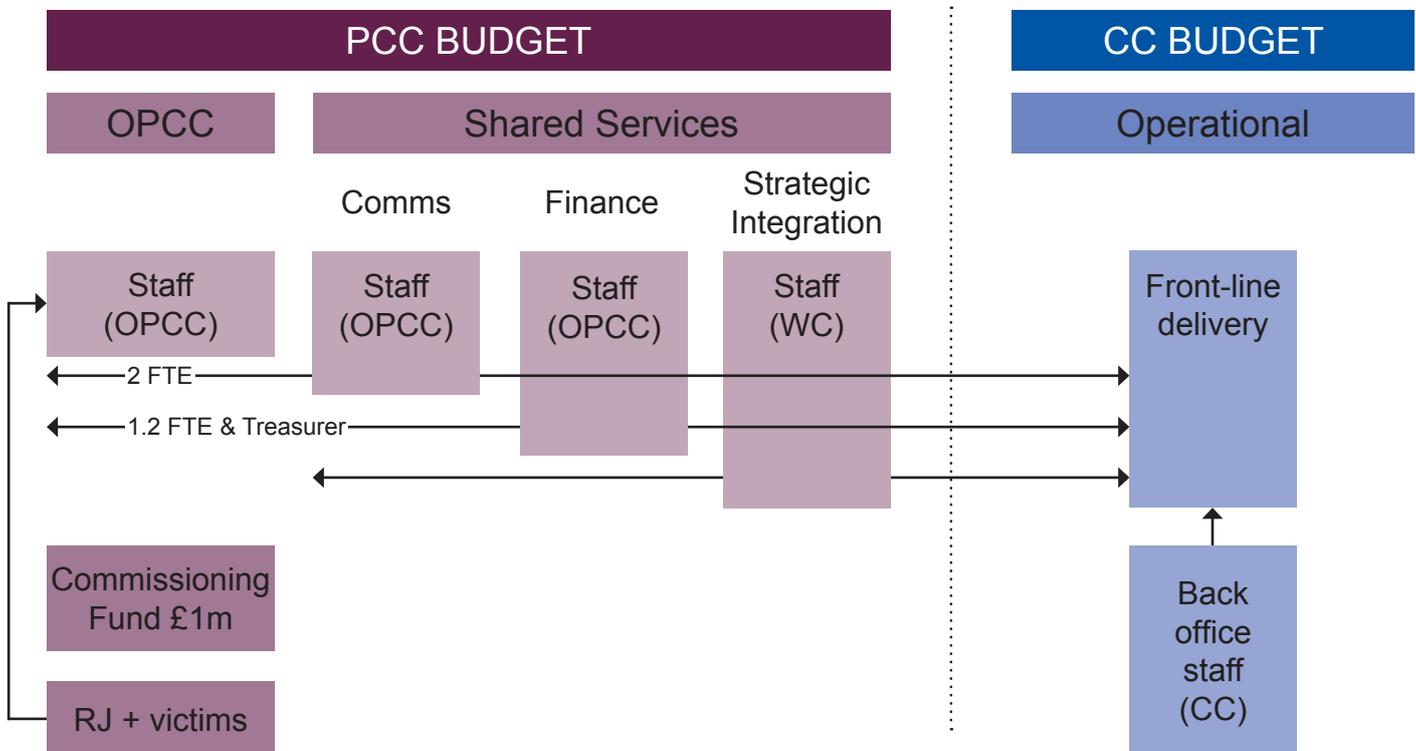
The role of a PCC is to commission services. The detailed finances are covered in my Medium Term Financial Plan which can be found on my website. In April 2014 I raised the police element of the council tax by £3.15 on a Band D property in order to help off-set the effects of the Comprehensive Spending Review. I anticipate further reduction of central funds in future years. However, through maintaining an annual contribution to capital spend requirements, I have been able

to finance capital improvements without recourse to borrowing. My office remains debt free, and I have no plans to sanction borrowing by the Chief Constable.

On 31 March 2014 the Chief Constable became a corporate entity in his own right. Whilst all properties and contracts remain vested in me, as Commissioner, the Chief Constable became the employer of staff transferred to him under the Police and Social Responsibility Act 2011.

Essentially, all operational officers and staff are on his books, together with many of the back office staff. I have retained Finance and Communications staff as part of a joint team providing back office services to both offices within the policing and crime sphere. I am responsible for the group accounts, given that all financial resource comes to my office for the commissioning of police and other crime-related services. I set out the arrangements in the diagram below.

### PCC Group Accounts



# Police and Crime Plan

## UPDATE 3 - Finance in the new structure

### Police objective analysis

In order to allow comparison between the offices of PCCs and their Forces, an objective accounting methodology has been adopted. I set out below how the funds received by the Office of the Police and Crime Commissioner (OPCC) will be used in the current financial year:

Summary	£000's	Split
Local policing	30,239	28.8%
Dealing with the public	6,774	6.4%
Criminal Justice	7,757	7.4%
Specialist Ops (Roads Policing, Armed Response and Dog Section)	7,149	6.8
Intelligence	4,164	4.0%
Investigation (including support)	21,839	20.8%
National policing	857	0.8%
Back office support (including ACPO)	22,692	21.6%
OPCC	784	0.7%
Capital finance and pensions	2,844	2.7%
<b>Total</b>	<b>105,099</b>	<b>100.0%</b>

The allocation of funding is between the OPCC, the Chief Constable's office and external allocations. It was set out in the Budget Book as follows:

	2013-14	2014-15
OPCC office costs	£0.937m	£0.923m
OPCC capital contribution	£0.750m	£0.739m
OPCC external funding allocations	£0.790m	£0.790m
OPCC Chief Constable allocation	£104.489m	£102.947m
	<b>£106.966m</b>	<b>£105.399m</b>

### PCC commissioning fund

In May 2014, I rationalised the various income streams to create a commissioning fund of £1,000,000. The fund excludes amounts payable for the Bobby Van and SPLASH at this stage. The source of the funding and the committed budgets for 2014 / 2015 are set out below. I have an unallocated amount of over £250,000 for 2014 / 2015 to commission further services to deliver my Police and Crime Plan. I will account annually for them. They are in addition to sums made available to the OPCC to commission support services for victims, including restorative justice.

# Police and Crime Plan

## UPDATE 3 - Finance in the new structure

Local partnership funding moved in from Force external commitments	£199,839.00
YOT funding	£113,190.00
CS funding	£477,000.00
Business Continuity virement (transfer) in	£149,254.00
Innovation Fund under spend	£47,913.00
Staffing savings (Treasurer and Litigation Assistant)	£64,882.00
	<b>£1,052,078.00</b>

### ALLOCATION 2014/2015

**Total funding = £1,047,913.00**

**Total proposed allocation at 23/05/2014 = £765,480.65**

Swindon Drug Intervention Programme and Alcohol Arrest Referral Service (this amount committed for 2014/15 and 2015/16)	£69,380.00
Wiltshire DIP	£105,992.00
Swindon YOT	£76,994.00
Wiltshire YOT	£135,196.00
SPLITZ (this amount committed for 2014/15, 2015/16 and 2016/17)	£35,565.00
Wiltshire Safeguarding Children Board	£20,000.00
Swindon Safeguarding Children Board	£12,448.00
Fresh Moves	£63,500.00
MAPPA	£32,500.00
Neighbourhood Alert	£138,478.00
Community Speedwatch (30,000 letters)	£75,427.65

### Community safety funds

Last year was the final year in which a separate community safety fund was allocated to me. I am required to set out how that funding was distributed. This is shown in the table below.

Allocation and spend against this grant in 2013-14

Expenditure category	Actual resource expenditure (£)
Fresh Moves (was Positive Futures at time payment was made)	63,500
Wiltshire Community Safety Partnership	40,000
Wiltshire Drug Intervention Partnership	70,427
Wiltshire Youth Offending Team	64,000
Swindon Community Safety Partnership	90,000
Swindon Borough Council Drug Intervention Programme	53,380
Swindon Youth Offending Team	35,000
Wiltshire Probation Trust	60,000
Junior Good Citizen - contribution towards costs	693
<b>Total expenditure</b>	<b>477,000</b>
<b>Total grant provided</b>	<b>477,000</b>

# Police and Crime Plan

## UPDATE 3 - Finance in the new structure

### Force external funding

One of the component parts of the Commissioning Fund is an amount designated as Force External Funding. The totality, allocation and spend against this funding for 2013 /2014 is shown below. As can be seen from the table, some of these awards have been continued in this year's allocation.

Description	Amount
Swindon Safeguarding Board	12,448.00
Safety cameras (purchase for Community Speedwatch)	28,375.00
Wiltshire Drug Intervention Partnership	35,565.00
Equal Chances Better Lives	5,000.00
Junior Good Citizen - contribution	2,117.00
Wiltshire DARG	35,565.00
MAPPA	32,822.68
Swindon Borough Council Drug Intervention Programme	16,000.00
Multi Agency Safeguarding Hub	9,000.00
Children's Safeguarding Board	20,000.00
<b>Total:</b>	<b>196,892.68</b>
<b>Budget:</b>	<b>199,839.00</b>

# Police and Crime Plan

## UPDATE 4 - Volunteering strategy

**Support for the reduction of crime and disorder by communities is key to the Police and Crime Plan. The engagement of individuals and groups is inherent in the strapline “partnership, pro-activity and prevention”.**

**S**ome of the partners are statutory bodies, but the greater number are in the community voluntary sector, and at the base of all this are individuals who are engaged volunteers.

The role of volunteers in helping to deliver my Police and Crime Plan is multi-faceted. I believe that greater clarity to the plan's delivery objective will be achieved by breaking the areas down.

- There are people who volunteer in support of the OPCC and its functions
- There are people who directly support the Chief Constable and his delivery of the Police and Crime Plan
- There are those within the Constabulary who volunteer outside their normal duties
- There are individual members of the community who volunteer in organisations commissioned by the OPCC
- There are volunteers in partner organisations which have an objective to reduce crime and reoffending.

The delivery of my Police and Crime Plan is supported by activity from within each of these groups, which can overlap.



### Volunteering in the OPCC

I have a statutory duty to maintain an Independent Custody Visiting Scheme (ICVS). This plays a vital part in the work of the OPCC in ensuring the police service is open and accountable to the public.

Independent Custody Visiting allows members of the community, known as Independent Custody Visitors (ICVs), to visit custody in pairs and check on the welfare of detainees.

There are three custody units in Wiltshire and Swindon at Melksham, Salisbury and Swindon that are visited by

29 ICVs. In 2013, 162 visits were made to custody with 135 detainees seen during these visits.

I will shortly be introducing a Police Dog Welfare Scheme. This will provide the opportunity for independent observation on how police dogs are housed, trained and transported. The scheme aims to secure greater transparency, public understanding and confidence in police dog welfare. The reports that result from visits are then used to help regulate the treatment and care of dogs throughout the police service.

After appropriate training, Independent Visitors can make

# Police and Crime Plan

## UPDATE 4 - Volunteering strategy

visits from time to time on a discretionary basis. However circumstances may also arise where the police will wish to initiate a visit when, for example, there might be particular public concern regarding the treatment and welfare of police dogs. Visitors may inspect the conditions in which dogs are kept and be allowed access to welfare, training and veterinary records as well as being allowed access to speak to trainers, trainees, dog handlers and police staff.

### Volunteering for the Constabulary

The highest profile volunteering activity in support of the Chief Constable is the Special Constabulary. In my Police and Crime plan I suggested that I wanted to see this increased

in numbers to 300. I have now published greater guidance around that broad objective.

In addition to the Special Constabulary, the Force is also supported by the Police Support Volunteers Scheme (PSVS). There are currently around 20 of these and they are directed, trained and controlled by the Constabulary. There are a wide range of activities they can engage in to support the day to day work of the Constabulary. This can include offering a translation service, as in Trowbridge, or supporting a Safer Neighbourhood Team in its communication with residents.

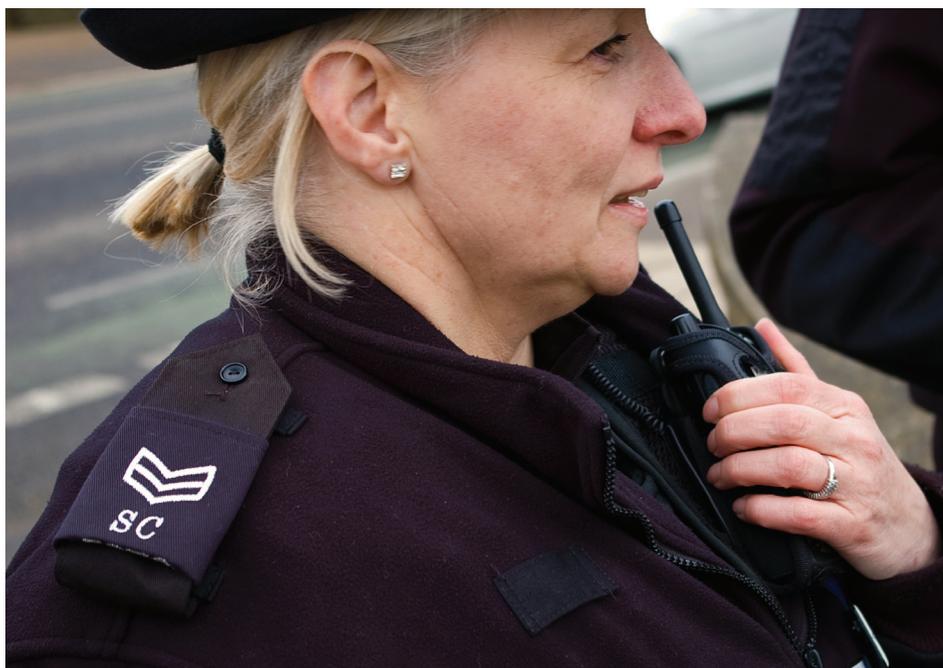
The Constabulary also has an active and supportive chaplaincy service for its staff. This consists of dedicated individuals from a wide range of faiths.

### Volunteering by Constabulary staff

Good employers encourage staff to become engaged in activities outside their workplace which help develop their skills for the workplace.

Staff of Wiltshire Constabulary created Bluez 'n' Zuz in 2005. The scheme has been awarded the Queens Award for Voluntary Service (MBE). This has support from the Constabulary and Neighbourhood Policing Team resources are used but it is a staff voluntary activity. They arrange discos for 11 to 15 year olds across the county. The events are held in Warminster, Westbury, Salisbury, Tidworth, Devizes, Trowbridge, Corsham, Marlborough, Calne, Chippenham, Tisbury, Wilton and Alderbury. It is usually attended by members of the local policing team, PCSOs and Specials. Between 30 and 200 people can attend these events, and there is a small affordable charge. The staff volunteers arrange the hall, book the disco and arrange a prize draw with donations from local businesses. Other volunteers run a "tuck shop". This is a remarkable demonstration of the "police being the people", that prime "Peelian Principle" being acted out. In 2013 the number of events held dropped. A review is being undertaken for report to my office.

Wiltshire Police itself has recently launched a Police Cadets



# Police and Crime Plan

## UPDATE 4 - Volunteering strategy

scheme. An initial intake of 20 students (14-16) from north Swindon meet weekly on a Thursday evening at Gablecross. The activity is supported by officers and volunteers of the Special Constabulary. This is a modern cadet scheme, and is not to be seen as an early entry method to Wiltshire Police. Over time a greater proportion of individuals who have been, or are likely to be, engaged with the criminal justice system will be encouraged to join. The aim is "to reduce youth vulnerability to crime and social exclusion through enhancing young people's ability to contribute and achieve". It is hoped that this scheme will roll out across the market towns and the City of Salisbury in due course.

I was pleased to support an approach by officers to fund the Outbox scheme through the Innovation Fund. Again, a scheme of staff rather than of the organisation. This group works with established boxing clubs across the county to engage young people in the discipline of boxing. In particular they are seeking to direct those young people who are disengaged or disaffected into a supportive and disciplined environment.



Staff of the Constabulary volunteer in many other arenas.

Some police staff are Special Constables, and some volunteer with the Army Cadets.

### Commissioned organisations and partners of OPCC

My office has both commissioned and supported services, either through its Community Safety Fund or the Innovation Fund. In the future there will be two further commissioning funds, one for victims and one in support of restorative justice.

Scanning the Police and Crime Plan a number of voluntary organisations are specifically mentioned and it is worth giving an update on these first.

Community Speed Watch (CSW) is a service commissioned from the Constabulary.

Two posts have been established and a management system introduced.

The initial problem was that letters to speeders were not being dispatched, but this is no longer the case. As at 31 July 2014 it was taking on average 4.8 days to process each return and send out letters.



CSW volunteers had observed more than 23,000 speeding vehicles, which resulted in letters being sent to the speeders, and had requested more than 420 visits to speeders by Neighbourhood Policing Teams.

The number of schemes has risen from 68 to 124 active teams. Volunteers now get a regular newsletter and an annual meeting is being arranged, hosted by my office.

The total number of volunteers is in the region of 930.

Street Pastors have benefited from additional funding for training from the Innovation Fund. They operate in Swindon, Chippenham, Salisbury and Amesbury. Around 150 volunteers are engaged, and they support the policing of the night time economy, including ASB reduction, as well as giving advice and practical support for those out at night. There is a working protocol between the pastors and the constabulary.

Neighbourhood Watch is an independent organisation, properly known as the Wiltshire and Swindon Neighbourhood Watch Association. Over the years there have been various schemes of engagement by the constabulary; however the organisation will now be better supported by a direct commissioning arrangement by my office. To promote this a project team of the association,

# Police and Crime Plan

## UPDATE 4 - Volunteering strategy

my office and the constabulary are working on a business case. We should be very clear that Neighbourhood Watch is separate from the constabulary. It is desirable that there is a good working relationship between the two organisations and that there is a two-way flow of information between them and this will be defined in a protocol and working instructions within the Force. Equally we recognise that mere membership of a scheme is not a volunteering activity.

A key part of the Neighbourhood Watch project is a robust IT solution for the storage of contact details and the receipt and dissemination of information. This platform will be a commercial product, but one to which other organisations can link in due course. The constabulary have indicated that they would be interested in having portals



for individual Safer Neighbourhood Teams, and using the platform for Horse and Farm Watch maintained by officers. There are many other “watches” that could consider using the platform: Street, Dog, Canal, Bridge to name a few. Other public sector organisations have also expressed an interest in joining, including Swindon Borough Council. The platform is already used by national organisations such as Neighbourhood Return.

I am proud to have commissioned Wiltshire and Swindon Community Messaging. It enables people to sign up for free email, text or voicemail messages about policing and crime matters in their neighbourhood.

The scheme will allow Wiltshire Police to share information quickly and efficiently with our communities, including Neighbourhood Watch coordinators and members.

It will be a two-way process because people who have signed up will be



able to reply to messages, feeding back information to their Neighbourhood Policing Team.

My office has been working closely with Wiltshire Police and Wiltshire and Swindon Neighbourhood Watch Association to develop Wiltshire and Swindon Community Messaging which is part of Neighbourhood Alert, a system used by Neighbourhood Watch at a national level and 12 other police forces.

Neighbourhood Justice Panels were established in Swindon as part of a Ministry of Justice pilot in Swindon. Following an application from the Centre for Justice Innovation, I have commissioned an extension of the service into Wiltshire. It is the aim that there will be panels serving the entire county, and training is being undertaken by volunteers. These panels

# Police and Crime Plan

## UPDATE 4 - Volunteering strategy

are integral to the Restorative Justice commissioning, which is covered elsewhere. The success of the panels is dependent upon receiving referrals from the police, housing providers and the local authority.

Wiltshire Bobby Van Trust (WBVT) was formed in 1998 and helps elderly, vulnerable and disadvantaged people who have been victims of, or are considered to be at risk of, house crime, hate crime or domestic violence. Bobby vans are directed to their tasks by coordinators working from an operations room who receive referrals, decide on work priorities and despatch the vans using sophisticated communications equipment. On arrival the operators conduct a security audit and then fit necessary security equipment to ensure the home is safe. In addition they carry out a fire risk assessment and fit smoke detectors when appropriate. Finally, all aspects of home, personal and fire safety are discussed and practical measures provided. The service is provided free of charge.



### The Wiltshire Bobby Van Trust

The trust is supported by my office by the provision of certain "in kind" support. Staff are

employees of the OPCC but their costs are recharged and paid by the charity. WBVT provides an important service to a specific group, and forms part of the overall provision of services to victims. It is not currently a commissioned service.



Splash runs positive activities during school holidays for young people aged nine - 16 years. It prioritises those with the greatest needs and aims to provide a range of activities throughout the county. All activities are dependent on securing funds from various charities, trusts and grants programmes. Splash was founded in 1989 as a project delivered in Chippenham and run by police officers. It quickly became a success with projects being introduced in other towns in Wiltshire. By 1995 it became a charity, independent of Wiltshire Police but still supported by them, governed by a formal constitution and board of trustees. The charity relies on volunteers to deliver many of its services. The number of activities run each calendar year is dependent on income generated but they normally achieve around 27 – 50 days of activity offering in the region of

350 to 600 places and regularly achieve an engagement rate in excess of 80 per cent. The OPCC employs two members of staff, the cost of one is reimbursed by the charity. It is not currently a commissioned service, although it was the recipient of an Innovation Fund grant.

Probation and the Youth Offending Teams make extensive use of volunteers in providing support to offenders or those in danger of offending.

Victim Support, as part of a nationally funded project, provides support for the victims of certain crimes. These are reported by the police to Victim Support who make contact with the victim and offer appropriate support. From April 2015, this service will be commissioned locally by my office.



They also provide, again through a national contact, a Witness Support Service at local courts throughout the county.

As part of the Police and Crime Plan and in support of the overall engagement of volunteers in reducing crime and disorder, a £1m innovation fund was established. The reliance on

# Police and Crime Plan

## UPDATE 4 - Volunteering strategy

or use of volunteers was not a factor in the evaluation of the projects, however it is interesting to note those who declared their volunteer base and those who anticipated growing that base (marked \*). Three rounds of funding have been undertaken and the organisations below have been funded.

### Monitoring

The overall objective of my Police and Crime Plan is to reduce crime in our already safe county. There is no one

activity, nor one agency, that will achieve this goal. Indeed it may only be achieved over time as much behaviour is inter-generational. The purpose of the plan is to enhance support and commitment to make Wiltshire and Swindon an even safer place, and to commission services from the police, partners and the community voluntary sector to achieve this ambition.

Individual grants and commissions have performance indicators attached where appropriate, but there are few

hard targets within the plan itself. I do want to see 80 per cent of the county covered by an appropriate “watch” scheme and that will be the target given to Neighbourhood Watch as part of the support package. The business case will define this goal.

SPLASH	£38,448.00	6*
Centre for Justice Innovation	£72,600.00	200*
Wiltshire Police (Outbox Scheme)	£22,200.00	tba*
Swindon Women’s Aid	£35,000.00	6
BIOS - Settings for Life	£63,500.00	10*
Wiltshire Probation Trust	£92,805.00	46
Trowbridge Community Area Future	£7,500.00	12
Doorway Wiltshire Ltd	£9,000.00	70
Swindon Advocacy Movement	£25,598.00	30
Victim Support (Safe Places)	£7,333.20	5500
Salisbury Street Pastors	£10,000.00	150*
Unchosen Swindon	£660.00	n/a
Youth Adventure Trust	£34,870.00	178*
SBC East Locality	£11,000.00	tba*
Circles South West	£78,739.00	6
Warminster Street Pastors	£600.00	27*
SEQOL	£29,500.00	10
C-Change Empowerment	£28,410.00	3
Swindon 105.5	£11,840.00	120*
Threshold Housing	£20,865.00	4

# Police and Crime Plan

## UPDATE 5 - Complaints and professional standards



### 1. My objectives

I set out in my plan objectives for driving up customer service standards as follows:

- a) For Wiltshire Police to receive fewer complaints, especially for incivility, impoliteness and intolerance
- b) For the constabulary's performance to be in the top quartile for the country
- c) For mediation and local resolution to be the default remedy within the complaints system
- d) For the constabulary to apologise at the outset where it has clearly made a mistake

In my service level measures I set out two relevant thresholds:

- a) The number of incidents of incivility, impoliteness, intolerance should not exceed 123 in any year
- b) The number of days taken to finalise a local resolution should not be more than 52.

### 2. Progress

I indicated I would scrutinise the police complaints systems so that I can see whether the customer care elements of training are having an impact and whether those providing services are applying common sense and are customer focused.

#### Independent Adjudicator

I promised to appoint an independent adjudicator to perform this function on my behalf. Professor Allan Johns (pictured right) was appointed at the start of my term and his primary role is to adjudicate appeals where a member of the public is dissatisfied about the way his/her complaint has been handled by the constabulary.

His role includes monitoring of process and dip sampling individual files in order to provide me with assurance that the complaints system is both rigorous and fair; monitoring the efficiency and effectiveness of the Professional Standards and Anti-Corruption departments in the

handling of conduct and integrity matters; and investigating any complaints against the Chief Constable.

### 3. Operational ethics, standards and culture board

I sit on this new board which brings together the senior management of the constabulary and my office to review the new national code of ethics and the application of the Wiltshire Constabulary values and behaviour framework. There are several areas where I bring in independent people to scrutinise areas of constabulary activity: I have recruited Independent Custody Visitors who regularly inspect and report upon the three (currently two) custody units we have in Wiltshire; a panel of four



# Police and Crime Plan

## UPDATE 5 - Complaints and professional standards

independent Wiltshire residents drawn from the Neighbourhood Justice Panel who dip sample individual police complaint files and, with the Independent Adjudicator, they report to me on the way the system is working; there is a separate independent panel which reviews those cases which are disposed of by the constabulary without recourse to the criminal courts.

We are making significant progress in bringing together the work of the Independent Adjudicator, the individual Wiltshire residents who dip sample and scrutinise a variety of constabulary functions; and the management apparatus within the constabulary. This will provide me and the people of Wiltshire and Swindon with the necessary reassurance as to the ethics and integrity of the policing service they receive.

### People Intelligence Board

The drive for transparency is such that the independent adjudicator has been asked to attend the People's Intelligence Board at its monthly meeting which looks at complaints, misconduct allegations and performance of individual officers over a period of time so as to reach a balanced conclusion on the overall suitability of an officer for the role and, where appropriate, identifies action to improve the performance of the individual concerned.



This is a very welcome development which prevents the serial dismissal of individual allegations which has been a feature of previous complaints systems and other constabularies. It is joining together the evidence in relation to an individual and learning the lessons as an organisation that must result in a change in culture and the raising of standards.



### Independent Police Complaints Commission

National developments in the course of the last 12 months have impacted on this area of business. There will be an increased role for the Independent Police Complaints Commission (IPCC) to deal with a wider range of complaints.

This will divert resources from the constabulary and I will

need to be convinced that adequate resources remain for this essential function to be discharged effectively. The national College of Policing now maintains a list of officers who are barred from serving in the office of constable. This is a welcome development in the professionalisation of policing.

### Performance

In the reporting year April 2013 - March 2014, Wiltshire Police have managed to meet the two key thresholds that I set for complaints:

There were 119 complaints involving incivility, impoliteness or intolerance which is below my threshold of 123. The average time to locally resolve complaints was 48 days which is likewise below both my threshold of 52 and that for most similar force (MSF) group (54). The same thresholds will apply in 2014/15, and I will continue to monitor

# Police and Crime Plan

## UPDATE 5 - Complaints and professional standards



progress on work currently being done by the Professional Standards Department to identify groups of officers who attract the majority of complaints of incivility and/or intolerance. I will also monitor a welcome Wiltshire Police Federation initiative aimed at assisting Wiltshire Police in the further development of robust professional development proposals to provide staff with the necessary knowledge, skills, attitudes and behaviours to prevent these issues.

In the reporting year 2013/14 Wiltshire Police managed to finalise 63 per cent of complaint allegations by the approved process of local resolution which was by far the highest within its MSF group; this is widely accepted as being the preferred route to resolving complaints and

I have therefore set a threshold of 60 per cent for the 2014/15 reporting year.

The total number of complaint allegations received per thousand of establishment has increased significantly from 228 to 299 for the reporting periods 2012/13 and 2013/14 respectively. Wiltshire Police had the third highest number of allegations per thousand of establishment within its most similar force (MSF) group. Other forces have registered increases ranging from 11 per cent to 47 per cent. I am therefore continuing to closely monitor work in progress which is aimed at establishing the likely reasons for the increase and I have set a challenging threshold of 250/1000 for the 2014/15 reporting year.

Complaints alleging neglect and/or failure of duty continue to be a particular area of focus because they are a very good indicator of customer satisfaction. In the reporting year 2013/14 Wiltshire Police received a total of 107 such allegations per 1,000 officers and I have decided to set a challenging threshold of 80/1,000 for 2014/15.

The number of appeals against the outcome of complaint investigations and the number that are upheld by my Independent Adjudicator and the IPCC provide me with an important indicator of the likely degree of customer satisfaction with the handling of complaints by Wiltshire Police.

I will therefore continue to closely scrutinise performance in this respect. The total number of appeals has reduced from 64 to 55 in the reporting years 2012/13 and 2013/14 respectively. The number of appeals that are upheld has also been a particular area of national focus by the Home Office and the IPCC. In 2013/14, 29 per cent of appeals against Wiltshire Police were upheld. With the foregoing considerations in mind, I have decided to set challenging thresholds of 50 appeals of which not more than 20 per cent of appeals determined in the 2014/15 reporting year should be upheld.

# Police and Crime Plan

## UPDATE 6 - Structure of the office of the Police and Crime Commissioner



# Police and Crime Plan

## UPDATE 7 - Key statistics

### Population, performance and workforce

#### Key population statistics:

	Total numbers	0-14 yrs numbers	0-14 yrs percentage	15-64 yrs numbers	15-64 yrs percentage	65+ yrs numbers	65+ yrs percentage
Wiltshire	470,981	84,848	18.0	300,645	63.8	85,488	18.2
Swindon	209,156	38,789	18.5	141,513	67.7	28,854	13.8
<b>Total</b>	<b>680,137</b>	<b>123,637</b>	<b>18.2</b>	<b>442,158</b>	<b>65.0</b>	<b>114,432</b>	<b>16.8</b>

Source: Census 2011, Office for National Statistics

#### Recorded crime - data obtained from Perfin 2013/14 spreadsheet:

	Total	Violence against the person	Sexual offences	Robbery	Burglary	Burglary in a dwelling	Offences against vehicles	Criminal damage
Wiltshire total 12 months to April 2012	32,881	6,910	799	131	3,851	1,102	2,991	5,789
Wiltshire total 12 months to April 2011	33,645	6,119	616	141	4,403	1,319	3,396	6,125
% change from 12 months to April 2011	-2.3%	12.9%	29.7%	-7.1%	-12.5%	-16.5%	-11.9%	-5.5%
Change in victim numbers	-764	791	183	-10	-552	-217	-405	-336

#### Staffing numbers:

	2012-13 average numbers (full-time equivalents)	2013-14 average numbers (full-time equivalents)	2014-15 estimated numbers (full time equivalent)
Police officers	1,057	1,041	1,018
Police Community Support Officers	146 *1	136	138
Police staff	848	829	882
<b>Total</b>	<b>2,051</b>	<b>2,006</b>	<b>2,038</b>

\*1: This includes four externally funded posts

# Police and Crime Plan UPDATE 8 - Special Constabulary

**Within the Police and Crime Plan 2013-2017 (page 18) I set an objective for the Constabulary of having “a minimum of 300 active Special Constables across Wiltshire and Swindon, each attached to communities and contributing an average of at least 16 hours per month”.**

The Special Constabulary had a successful year in 2013 with numbers increasing and the Calne team winning the prestigious Arthur Ellis Trophy. This followed a Wiltshire success in 2012 as well.

I now feel that the bold objective in the Police and Crime Plan can be expanded and made more specific.

The base document for any discussion around the Special Constabulary must be the Miller Review of 2008, which proposed a Special Constabulary strategy. Ian Miller was the Commandant of City of London Police and the report was commissioned by Wiltshire Constabulary. In November 2008, the Specials establishment was 113. The review’s aim was to reverse the trend of diminishing numbers and build a committed and effective Special Constabulary of 300 officers by the end of 2010.

At the time of writing the draft Police and Crime Plan (December 2012) the number was 291, but equally it was clear that they were not all doing the required hours, or the recording of hours was not robust.

Since November 2012 there have been four intakes:

November 2012	20
March 2013	21
May 2013	13
September 2013	19

This compares with past years:

2010 – 98
2011 – 71
2012 – 57

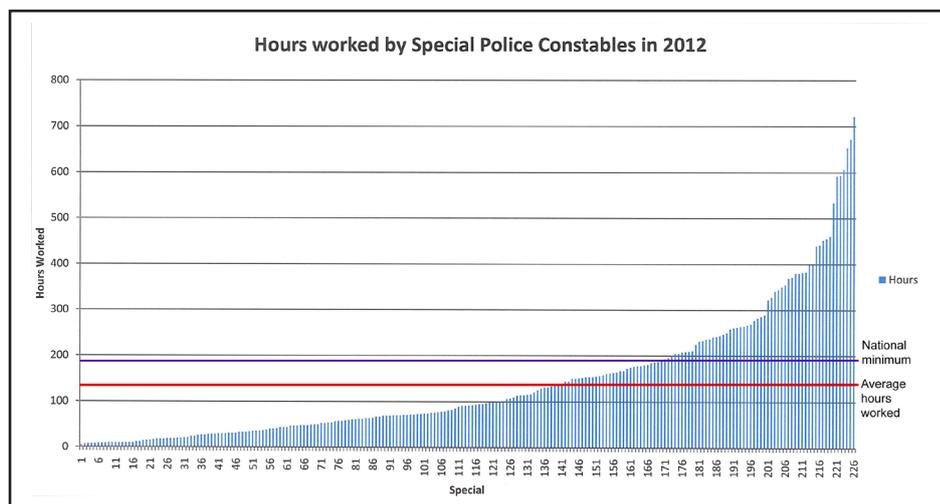
In December 2013 the total number of Special Constables was 208. They are deployed within Response Teams and Neighbourhood Policing Teams throughout the county. Of the 208, 183 meet their commitment with regard to completing and recording a minimum of 16 hours per month.

Attending the attestation (or swearing in) ceremonies for the new recruits, it became apparent that many joined as a route to becoming a regular officer. At one ceremony 17 out of 20 expressed a desire to become a regular. The expectation should be managed out of the recruitment process. Members of the Special Constabulary should be joining to contribute to that organisation.

At the current time 30 police staff are serving as Specials.

The current attrition rate of Special Officers within Wiltshire is 17 per cent, which is broadly in line with the national average. The Miller report suggested that a rate of ten per cent should be adopted, and this would be consistent with a recruitment policy that sought to maintain the Special Constabulary in its own right.

Of the 208 Specials at the end of 2013, only 84 were able to



# Police and Crime Plan

## UPDATE 8 - Special Constabulary



patrol independently. This was the target for the end of 2010, and progress has been made in the conversion rate since then. Training for a Special Constable takes 14 weeks. We now need to be clear about the status of the "300". The Miller report recommended:

1. All officers in training to undertake Student Officer Learning and Assessment Portfolio (SOLAP), to be completed within 18 months
2. All Special officers to receive annual personal development reviews with generic Specific Measurable Achievable Realistic Timely (SMART) objectives set
3. Officers may be considered for specialist posts after gaining independent patrol status and completing a

minimum of two years policing experience.

These should be included in the performance metrics for the Special Constabulary.

The Specials are a resource for the Chief Constable and should form part of his review of strategic resources. Recruitment material issued for Specials gives an expectation which is limited and, in the main, points towards the policing of the night time economy.

This is important work and Specials can be used to reduce the demand on regular officers. However, Specials can also contribute to the front line visible policing in neighbourhoods. In December 2012 there were nine Specials specifically attached to neighbourhood teams, five of whom were in Marlborough.

Consideration should be given to a review of the establishment to include an attachment of a number of officers to each neighbourhood team as well as other specialist areas such as roads policing, rural crime, wildlife officers etc. The Constabulary should review its opportunities for the deployment of Specials and recruit to meet these needs. Consideration could be given to a full Police Support Unit (PSU) of Specials as a contribution to the Strategic Policing Requirement. Given the training period to gain independence, and that that is the ultimate goal, the Force should create a training and recruitment plan to achieve the independent resource levels. This may be a plan for at least five years to achieve a sustainable Special Constabulary.

In November 2013, at the Specials awards, I announced that in 2014/15 I would be making available specific funding for the Special Constabulary. This would cover marketing, dedicated training staff, costs of other trainers, materials, uniforms, equipment and radios.

If, as a result of the Chief Constable's review, 300 officers is the correct number, the base cost would be approx £175,000 per year. However there will be additional costs which need to be evaluated, including full time staff and officer costs, especially if the Specials are to be truly integrated with the regular Force.

# Police and Crime Plan

## UPDATE 9 - Governance of the Constabulary





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