

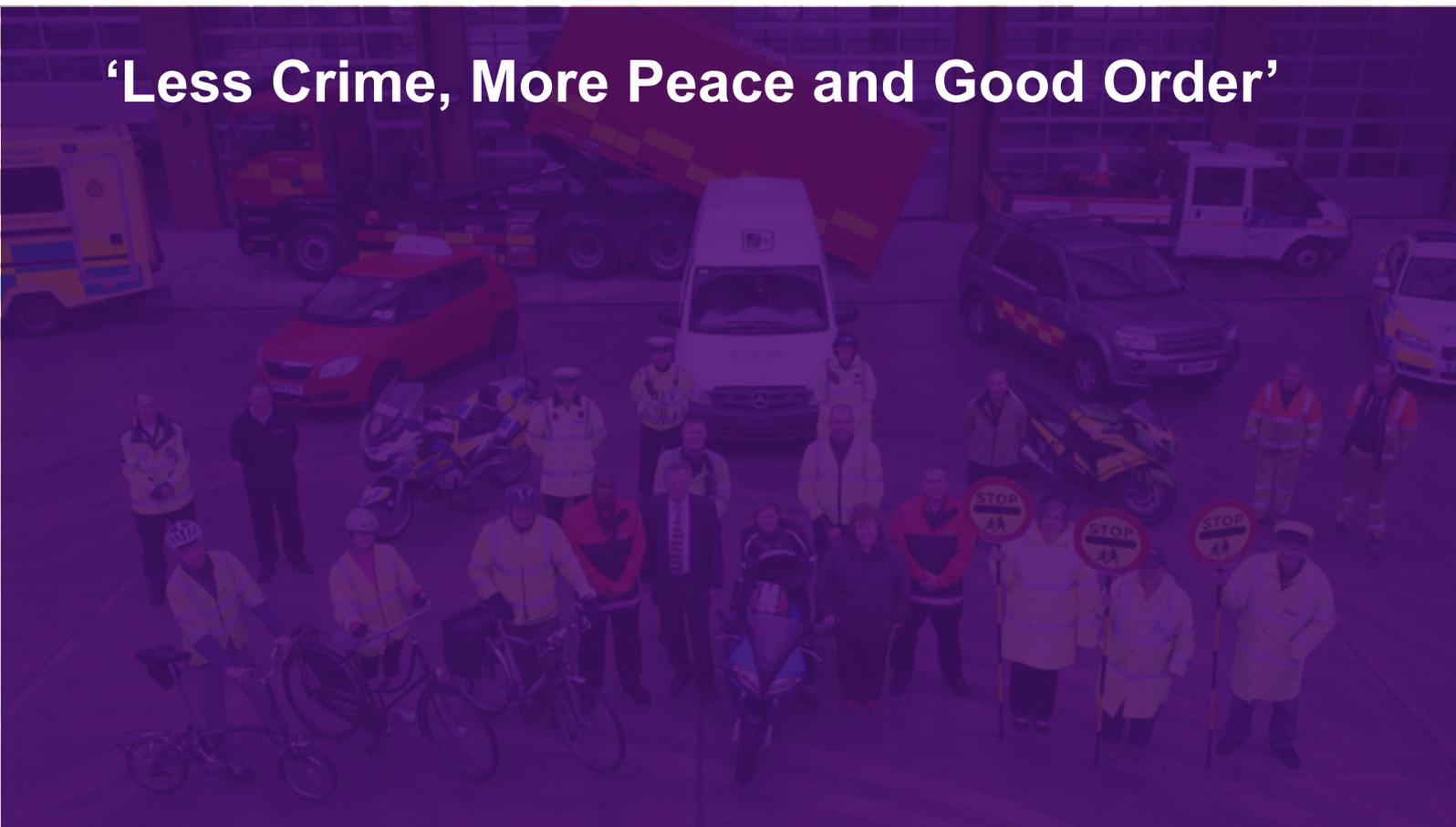


Office of the  
**Police and Crime  
Commissioner**  
Gloucestershire

# Police and Crime Plan

2013 - 2017

**‘Less Crime, More Peace and Good Order’**





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(i) **Position Statement by Martin Surl  
Police and Crime Commissioner for Gloucestershire**



We speak about healthy cities, healthy people, healthy towns and healthy prisons. Now it is time to think about healthy policing. In Gloucestershire, we already work on the principle of 'Restorative Justice' where the needs of victims are taken into account and offenders must take responsibility for their actions. I support Restorative Justice and its aims to stop people re-offending.

The following aims and priorities were developed by a review of the policing and crime prevention literature, and by consultation with the people of Gloucestershire. Against that background, my aims and priorities are:

- **Accessibility and accountability** – Getting the right resources to the right situation or problem first time, every time, on time and dealing with the matter appropriately and effectively. The ideal of the local officer working the beat needs to be realised in Gloucestershire. Effective foot patrol is an art and I would like to see all recruits undertaking a minimum number of foot patrol hours in their first two years of service. Officers must be smart in appearance and their uniforms distinctly civilian.
- **Older but not overlooked** – Older people need to feel and remain an active part of our communities whether they live in their own homes or are in residential care. Both should be part of the police beat with the local officer being visible and proactive with all vulnerable groups
- **Young people becoming adults** – We need sensitive, relevant and effective policing to ensure our young people become law-abiding, productive members of society. The 'system' must work for them, not against them
- **Safe days and nights for all** – Gloucestershire has a strong night-time economy but it needs to be better managed, with alcohol related crime and disorder being reduced. Everyone should be able to go out to our parks, pubs and streets without fear
- **Safe & social driving** – People should be able move around our communities in safety and with as much ease and convenience as possible. The police will enforce the law when necessary, but we will all work to reduce offending and antisocial driving.

I will not allow the Constabulary's operational efficiency to be come reliant upon private sector organisations and contracts.

My first Police and Crime Plan supports the aim of having one crime reduction strategy for all criminal justice agencies in Gloucestershire , the Police, the Crown Prosecution Service, the Courts, the Probation Service and HM Prison Service. I want to see the community and voluntary sector take its place as an equal partner with these statutory bodies.

The aims and priorities of this Policing and Crime Plan are the result of consultation and engagement with our diverse communities who in turn are represented by key partner agencies, including the voluntary sector, who form the Gloucestershire Stronger Safer Justice Commission (GSSJC). This process of consolidation and engagement will continue, and based on the public contribution, if it is necessary, then changes will be made in these strategic aims and priorities.

## ii) Gloucestershire Police and Crime Plan Mission Statement

In the most simple and clear terms, the Mission of the Police and Crime Plan is

**‘Less Crime, More Peace and Good Order’**

We can realise this mission by :

Working together for a safer, healthier and more just and inclusive Gloucestershire with a better quality of life for all.

In a safer Gloucestershire there is both less crime and also less fear of crime.

In a healthier Gloucestershire an individual will have a better understanding of crime and disorder in the local community, find value in the local community, and be able to act with others to make the community better. Together these three –understanding, valuing and empowerment- result in a *sense of coherence* as a community member.

In a more just and inclusive Gloucestershire, our diversity will be valued rather than being discriminated against. Fundamental human rights and dignity will be respected. The issue is not difference but discrimination and abuse.



## 1. Policing Policy and Practice

### 1.1 What is the mission of the police?

The Policy Exchange notes that since taking office in 2010, the Coalition government has set in motion the most wide-ranging police reforms in over fifty years. The key policy document Policing in the 21st Century (2010) was followed by the Police and Social Responsibility Act 2011 which abolished local police authorities and introduced 41 directly-elected Police & Crime Commissioners.

The Home Secretary Theresa May is quite clear about the mission of the police: **to cut crime**. In **A New Approach to Fighting Crime** (2011) she states that:

How police forces pursued that mission will be left to their professional discretion, and from 2012 they will be accountable to their communities through Police and Crime Commissioners instead of the Home Office.

The document goes on to state that:

Policing and crime commissioners are the centrepiece of the new policing model. Elected once every four years with the mandate to hold the police to account on behalf of the public, they will change the face of policing.

Both the police and the police and crime commissioner are to be evaluated in terms of the result : **less crime**. This seems to be a simple and clear mission statement for the police, but at the same time the police face drastic cutbacks of 20 to 25% in funding from central and local government. For the police to be effective – to reduce crime – in this period of austerity, the police must be innovative, emphasize evidence-based policing, and focus their efforts on crime prevention.

### 1.2 What is crime reduction, crime control and crime prevention?

The UK literature uses the terms *crime reduction*, *crime control* and *crime prevention*. Paul Ekblom has these definitions:

*Crime reduction is any intervention made before, during or after criminal events to reduce their frequency or harm* (Ekblom, 2011).

Ekblom notes that crime control has two meanings:

The 'everyday' aim of crime control involves holding the frequency of criminal events, or their harm, below a tolerable level. The 'exceptional' aim is halting rapid growth in frequency or harm.

Crime control is essentially crime reduction with targets. The "exceptional" aim of halting rapid growth reflects the reality that crime is continually changing. Growth can happen with changes in a specific crime problem.

Car thefts have declined because of the new security devices being installed in the cars but there has been a growth in other crimes including the theft of purses, burglary, and even home invasion and carjacking as criminals found new ways of getting access to the cars. The new criminal solutions may involve direct confrontation with the victim.

The race between Hackers finding ways to beat computer security and the software security updates is an indirect crime control struggle being waged in any home or office with a computer and Internet access.

Eklom has compared crime and crime control to an arms race between competing nations.

Crime control is basically *reactive policing* when there is a crime or disorder event that requires the police respond to restore peace and good order. In addition to crime and disorder, the police respond to a wide range of community problems and concerns.

Crime prevention is basically *proactive policing*. Crime prevention can be defined in functional terms as

*ethically acceptable and evidence-based advance action intended to reduce the risk of criminal events.*

Risk is oriented towards an uncertain future. Its reduction can be achieved through: 1) eliminating the possibility of the criminal events, often by design, 2) reducing the probability by intervening in the causes or alternatively stated by frustrating criminal goals by disrupting activities and organisations directed towards them; or 3) reducing the harm by advance preparation to eliminate, reduce or mitigate it (Eklom, 2011:114-115).

The UK Police flagship initiative *Secured by Design* has been very effective in reducing the risk to homes and commercial premises.



## 1.3 Peel and Crime Prevention.

The importance of the police focusing the majority of their efforts on crime prevention was recognized by Sir Robert Peel in the early 1800s with the creation of the first modern police force. Peel's Principles are even more critical today. The Police and Crime Plan is based on these core principles:

### The Peelian Principles

Sir Robert Peel understood how critical it was that the police have the public support and legitimacy. In the 1960s and 70s importance of police legitimacy was rediscovered with "community policing" and later "neighborhood policing". Today, Restorative Justice Practices depend on police legitimacy.

Peel knew that without sufficient public legitimacy, the police could only fall back military force and later the severity of legal punishment. The alternative to brute force was for the police to develop sufficient legitimacy with the public so that their crime control efforts would be seen as necessary, and the public would work with the police in partnership to prevent crime and disorder. Police success at either Crime Control or Crime Prevention depends on police legitimacy and community partnership.

Peel focused on the creation of police legitimacy and community partnership.

1. To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.
2. To organise always that the power of the police to fulfill their functions and duties is dependent on public approval of their existence, actions and behaviour, and on their ability to secure and maintain public respect.
3. To organise always that to secure and maintain the respect and approval of the public means also the securing of the willing cooperation of the public in the task of securing observance of the law.
4. To organise always that the extent to which the cooperation of the public can be secured diminishes, proportionately, the necessity of the use of physical force and compulsion for achieving police objectives.
5. To seek and preserve public favour, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing; by ready exercise of courtesy and good humour; and by ready offering of individual sacrifice in protecting and preserving life.
6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure observance of law or restore order; and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

Sir Robert Peel understood that *reactive policing* and the use of force to restore "peace and good order" is only necessary when the informal social controls have failed and the police efforts at crime prevention have not been successful.

Finally the last principle states:

8. To recognise always that the test of police efficiency is the absence of crime and disorder and not the visible evidence of police action in dealing with them.

The Home Office Secretary has stated that the police and PCC will be evaluated by the sole criteria of *less crime*. The police will act to control the amount of crime, or even to reduce it. However a new criminal opportunity (such as mobile, or the Internet) can cause a massive increase in certain crime or disorder. Criminals look for criminal opportunity.

The government has established the target of *less crime* and stated that the “*how*” is being left up to the police and the PCC. “How” the police act to reduce crime is critical in realizing the mission of *less crime, more peace and good order*. Ends and means cannot be separated in policing.

The reality is that police effectiveness is largely dependent on public understanding and support especially in this time of austerity.

## 1.4 What is community safety?

Community Safety is a much more complex concept than Crime Reduction. It comes much closer to describing the reality and demands of policing in today’s communities. Ekblom warns that his definition is necessarily long.

*Community safety is an aspect of the quality of life, a state of existence in which people, individually, collectively and in Organisations, and in public and private space, enjoy the following crime-related conditions:*

- Freedom from and/or reassurance about a range of real and perceived risks centering on crime, anti-social behaviour, disorder and drug dealing and abuse – including freedom from fear of crime.
- Ability to cope with the harmful consequences of those incidents they nevertheless experience, at reasonable cost (e.g. without curtailment of going out).
- Help to cope if unable to do so alone, whether informally from the community, or more formally by, say, victim support or insurance.
- Confidence that the police, CJS and other agencies will if needed provide a responsive, fair and effective service that delivers justice and remedies to the problems and conflicts they experience or risks they perceive.
- Trust – within and across cultural boundaries – in neighbours, colleagues and passers-by to support them both morally and materially in terms of sympathy; existence of collectively upheld moral order, social control and support; trust in police and other enforcement-empowered services, to behave fairly and decently towards those they must confront.
- Avoidance and resolution of civil conflicts with the potential to turn criminal.

When all these conditions are sufficiently met, they enable individuals, families and, communities to enjoy these wider benefits :

- Pursuing the necessities of cultural, social and economic life.
- Receiving adequate services.
- Exercising skills.

- Experiencing well-being.
- Engaging in community life.
- Creating wealth in the widest sense.

Particularly where *social cohesion* and *collective efficacy* and an obligation to reciprocate develop, the above conditions contribute to the community's own capacity to address crime and disorder in collaboration with official institutions *without* making informal social control oppressive, invasive or exclusionary, or taking the law into their own hands; and to the development of sustainable communities (Ekblom, 2011:119-120).

## 1.5 What is evidence-based policing?

Evidence-based policing was defined by Sherman as “the use of the best available research on the outcomes of police work to implement guidelines and evaluate agencies, units and officers”. Sherman argued that evidence-based practices had been effective in medicine and needed to be used in policing. The need for evidence-based policing policy and practices has now been accepted in the UK and EU. Problem-Oriented Policing (POP) is a type of evidence-based policing.

*Her Majesty's Inspectorate of Constabulary* (HMIC) has provided the PCCs with a brief review of what works in policing to reduce crime. The HMIC notes that

Crime is highly concentrated: the evidence shows that most of it is associated with only a small proportion of places, victims and offenders. This has important potential implications for the targeting of police resources.

Focusing action on crime and anti-social behaviour hotspots, repeat victims, and prolific or high volume offenders is, therefore, an effective way to allocate resources for crime reduction. Understanding what is causing high volume offending or problems in hotspots, and coming up with specific solutions – often in partnership with others – allows the police to drive down crime.

### What stops people offending

It can be useful to think through whether a particular policing activity is likely to be effective in terms of how the police can reduce crime by stopping people offending.

The police can reduce crime by:

- Increasing the chance of being caught – deterrence
- reducing opportunities for crime -situational prevention
- Winning hearts and minds – enhancing police legitimacy

Targeted policing based on real time accurate criminal intelligence can greatly increase the chance of the offender being caught. The *Secured by Design* is a good example of the effectiveness of situational crime prevention. Police legitimacy is critical for partnerships with the community.

The HMIC provides a good brief review of the present evidence, and links to other resources. Given the present austerity, all policing activities should be evidence based, and the commissioning process should require all submissions provide a review that the existing evidence supports the project design, and that the outcome and impact can be evaluated as a funding requirement.

## 1.6 What is restorative justice?

Restorative Justice started in the 1970s as an alternative to the traditional criminal justice practices which were seen as not meeting the victim's needs or holding the offender accountable for the harm being done. The first RJ programs in Ontario, Canada emphasized victim-offender restitution. Today there are many forms of RJ practice including victim-offender mediation, indirect communication through third parties, and restitution or reparation payments ordered by courts or referral panels. Much of the available and reasonably unbiased evidence of RJ effects on repeat offending comes from tests of face-to-face conferences of victims, offenders and others affected by a crime, most of them organised and led by a police officer; other tests cited involve court-ordered restitution and direct or indirect mediation.

The recent review found

A review of research on restorative justice (RJ) in the UK and abroad shows that cross 36 direct comparisons to conventional criminal justice (CJ), RJ has, in at least two tests each:

- substantially reduced repeat offending for some offenders, but not all;
- doubled (or more) the offences brought to justice as diversion from CJ;
- reduced crime victims' post-traumatic stress symptoms and related costs;
- provided both victims and offenders with more satisfaction with justice than CJ;
- reduced crime victims' desire for violent revenge against their offenders;
- reduced the costs of criminal justice, when used as diversion from CJ;
- reduced recidivism more than prison (adults) or as well as prison (youths).

These conclusions are based largely on two forms of restorative justice (RJ): face-to-face meetings among all parties connected to a crime, including victims, offenders, their families and friends, and court-ordered financial restitution. Most of the face-to-face evidence is based on consistent use of police officers trained in the same format for leading RJ discussions. These meetings have been tested in comparison with conventional criminal justice (CJ) without benefit of RJ, at several stages of CJ for violence and theft :

- As diversion from prosecution altogether (Australia and US);
- As a pre-sentencing, post-conviction add-on to the sentencing process;
- As a supplement to a community sentence (probation);
- As a preparation for release from long-term imprisonment to resettlement;
- As a form of final warning to young offenders.

**The existing evidence shows that RJ practices are effective in crime reduction and also help to provide the opportunity for healing for the victim, hold the offender accountable and increase the offender's awareness of the harm done. Therefore the Police and PCC have made the use of RJ by the police an organisational priority.**

## 2. Police and Crime Commissioner

### 2.1 Purpose, functions and responsibilities of the PCC

The Home Secretary Theresa May is quite clear about the importance of the elected PCC. In **A New Approach to Fighting Crime** (2011) she states that:

*Policing and crime commissioners are the centrepiece of the new policing model. Elected once every four years with the mandate to hold the police to account on behalf of the public, they will change the face of policing.*

#### Responsibilities

- The PCC within each force area has a statutory duty and electoral mandate to hold the police to account on behalf of the public.
- The PCC is the recipient of all funding, including the government grant and precept and other sources of income, related to policing and crime reduction and all funding for a force must come via the PCC. How this money is allocated is a matter for the PCC in consultation with the Chief Constable, or in accordance with any grant terms. The Chief Constable will provide professional advice and recommendations.
- The PCC has the legal power and duty to—
  - (a) Set the strategic direction and objectives of the force through the Police and Crime Plan (“the Plan”), which must have regard to the Strategic Policing Requirement set by the Home Secretary;
  - (b) Scrutinise , support and challenge the overall performance of the force including against the priorities agreed within the Plan;
  - (c) Hold the Chief Constable to account for the performance of the force’s officers and staff;
  - (d) Decide the budget, allocating assets and funds to the Chief Constable; and set the precept for the force area;
  - (e) Appoint the Chief Constable (except in London where the appointment is made by the Queen on the recommendation of the Home Secretary);
  - (f) Remove the Chief Constable subject to following the process set out in Part 2 of Schedule 8 to the 2011 Act and regulations made under section 50 of the Police Act 1996(3);
  - (g) Maintain an efficient and effective police force for the police area;
  - (h) Enter into collaboration agreements with other PCCs, other policing bodies and partners that improve the efficiency or effectiveness of policing for one or more policing bodies or police forces in consultation with the Chief Constable (where this relates to the functions of the police force, then it must be with the agreement of the Chief Constable);
  - (i) Provide the local link between the police and communities, working to translate the legitimate desires and aspirations of the public into action;
  - (j) Hold the Chief Constable to account for the exercise of the functions of the office of Chief Constable and the functions of the persons under the direction and control of the Chief Constable;

(k) Publish information specified by the Secretary of State and information that the PCC considers necessary to enable the people who live in the force area to assess the performance of the PCC and Chief Constable;

(l) Comply with all reasonable formal requests from the Panel to attend their meetings;

- In order to enable the PCC to exercise the functions of their office effectively, they will need access to information and officers and staff within their force area. Such access to any information must not be unreasonably withheld or obstructed by the Chief Constable and/or fetter the Chief Constable's direction and control of the force.

## 2.2 Wider Responsibilities

A PCC has wider responsibilities than those relating solely to the police force, namely—

- (a) A specific responsibility for the delivery of community safety and crime reduction;
- (b) The ability to bring together Community Safety Partnerships at the force level, except in Wales;
- (c) The ability to make crime and disorder reduction grants within their force area;
- (d) A duty to ensure that all collaboration agreements with other Local Policing Bodies and forces deliver better value for money or enhance the effectiveness of policing capabilities and resilience;
- (e) A wider responsibility for the enhancement of the delivery of criminal justice in their area

## 2.3 Stage 2 Transfer

At the moment all assets, liabilities and staff (not police officers) are employed by the PCC. Whether that should continue, and whether or not any of those assets, liabilities or staff should be transferred to the Chief Constable will be reviewed.



## Strategic Policing Requirement (SPR)

### 3.1 Background

Each PCC was elected in a different police force area to hold the police in its area to account on behalf of the public. However the PCC must also work in partnership with the other PCCs and in accord with the Strategic Policing Requirement. The SPR will ensure that each police force area maintains the capability to do its share in countering national threats.

The SPR has been issued in execution of the Home Secretary's statutory duty to set out what are the national threats and the appropriate national policing capabilities required to counter those threats. The PCC will be required to have regard to the SPR when issuing or varying their police and Crime Plans, see priorities.

The SPR supports the PCC and Chief Constable to ensure they fulfil national responsibilities. It:

- Helps the PCC, in consultation with their Chief Constable, to plan effectively for policing challenges that go beyond their force boundaries;
- Guides Chief Constables in the exercise of these functions; and
- Enables and empowers PCCs to hold their Chief Constable to account for the delivery of these functions

The SPR is focused on what, in strategic terms, the police need to achieve rather than how they should achieve it. It is structured in two parts, considering threats and response respectively.

The SPR focuses on:

- **National Threats** – the risks of criminal or terrorist threats and harms or other civil emergencies that require a cross-boundary policing response e.g Terrorism, Organised Crime, Civil emergencies, public order or safety, large scale cyber incident
- **Capacity and Contribution** – the combined national capacity of police forces to respond to these threats in terms of outcomes sought
- **Capability** – that police forces need to maintain in order to achieve these outcomes
- **Consistency** – among forces for certain key specialist capabilities when the resources from more than one force need to be integrated or work alongside each other
- **Connectivity** – the arrangements by which resources from several police forces may effectively be coordinated or mobilised together with those of other agencies such as the Security Service or National Crime Agency

### 3.2 Contribution to National Resilience

Working with other local responders to provide national resilience for dealing with terrorism, flooding and other climate change issues. Particularly protection of the nation's critical infrastructure and planning for disaster or catastrophic events outlined within the National Risk Assessment.

### **3.3 A commitment to Joint Emergency Services Interoperability**

Our Police, Fire & Rescue and Ambulance Services are admired across the county for the service they provide and 2012 has provided them with many opportunities to demonstrate their outstanding professionalism and ability to deliver when the public needs them. One catastrophic major event, either a criminal or natural disaster such as flooding can challenge that perception and any belief that the three services can train in isolation and work to single service operating protocols at times of most critical need runs the risk of us being seen to fail.

The Coroner's inquest of the 7/7 bombings said that the lack of inter-agency training led to the initial chaos, confusion and carnage of a major incident. The Pitt review of the 2007 floods highlighted a lack of clarity about who was responsible for flood rescue and the Cumbria shootings raised the differing risk thresholds across the services as an issue -these are just a few of the compelling reasons why the Police will need to continue to engage with other blue light responders to deliver an excellent emergency response capability.

### **3.4 Joint planning for civil emergencies through the Local Resilience Forum.**

The Local Resilience Forum (LRF) is the principal mechanism for multi-agency cooperation under the Civil Contingencies Act 2004. The area covered by the Gloucestershire LRF is the same as that policed by Gloucestershire Constabulary, based on the county's political boundaries. The forum provides the statutory process by which key organisations can co-operate with each other.

Police in Gloucestershire will work with the LRF to co-ordinate effective and efficient integrated emergency management arrangements within the County and thereby meet the requirements of the Civil Contingencies Act 2004. If an emergency occurs that requires a multi agency command and control structure, the LRF Strategic Group will become the Strategic Coordinating Group. The relationships developed through working, planning and training together as part of the LRF will help ensure a joined up approach.



## 4. Police and Crime Panel

### 4.1 The role of the Police and Crime Panel

The Panel provides checks and balances in relation to the performance of the PCC. The Panel does not scrutinise the Chief Constable – it scrutinises the PCC’s exercise of their statutory functions. While the Panel is there to challenge the PCC, it must also exercise its functions with a view to supporting the effective exercise of the PCC’s functions. This includes—

- (a) The power of veto (outside the Metropolitan Police District), by a two-thirds majority of the total Panel membership, over the level of the PCC’s proposed precept;
- (b) The power of veto (outside the Metropolitan Police District), by a two-thirds majority of the total Panel membership, over the PCC’s proposed candidate for Chief Constable;
- (c) The power to ask Her Majesty’s Inspector’s of Constabulary (“HMIC”) for a professional view when the PCC intends to dismiss a Chief Constable;
- (d) The power to review the draft Plan and make recommendations to the PCC who must have regard to them;
- (e) The power to review the PCC’s Annual Report and make reports and recommendations at a public meeting, which the PCC must attend;
- (f) The power to require relevant reports and information in the PCC’s possession (except those which are operationally sensitive) to enable them to fulfil their statutory obligations;
- (g) The power to require the PCC to attend the Panel to answer questions;
- (h) The power (outside the Metropolitan Police District) to appoint an acting Police and Crime Commissioner where the incumbent PCC is incapacitated, resigns or is disqualified; and
- (i) Responsibility for complaints about a PCC, although serious complaints and conduct matters must be passed to the IPCC in line with legislation.

The Chief Constable retains responsibility for operational matters. If the Panel seek to scrutinise the PCC on an operational matter, the Chief Constable may be invited to attend alongside the PCC to offer factual accounts and clarity (if needed) of the Chief Constable’s actions and decisions. The accountability of the Chief Constable remains firmly to the PCC and not to the Panel.

## 5. The Chief Constable

The Chief Constable is responsible for maintaining the Queen's Peace, and has direction and control over the force's officers and staff. The Chief Constable holds office under the Crown, but is appointed by the PCC except in London where the Commissioner and Deputy Commissioner of Police of the Metropolis are appointed by the Queen on the recommendation of the Home Secretary.

The Chief Constable is accountable to the law for the exercise of police powers, and to the PCC for the delivery of efficient and effective policing, management of resources and expenditure by the police force. At all times the Chief Constable, their constables and staff, remain operationally independent in the service of the communities that they serve.

The Chief Constable is responsible to the public and accountable to the PCC for—

- (a) Leading the force in a way that is consistent with the attestation made by all constables on appointment and ensuring that it acts with impartiality;
- (b) Appointing the force's officers and staff (after consultation with the PCC, in the case of officers above the rank of Chief Superintendent and police staff equivalents);
- (c) Supporting the PCC in the delivery of the strategy and objectives set out in the Plan;
- (d) Assisting the PCC in planning the force's budget;
- (e) Providing the PCC with access to information, officers and staff as required;
- (f) Having regard to the Strategic Policing Requirement when exercising and planning their policing functions in respect of their force's national and international policing responsibilities;
- (g) Notifying and briefing the PCC of any matter or investigation on which the PCC may need to provide public assurance either alone or in company with the Chief Constable (all PCCs will be designated as Crown Servants under the Official Secrets Act 1989(4), making them subject to the same duties in relation to sensitive material as Government Ministers);
- (h) Being the operational voice of policing in the force area and regularly explaining to the public the operational actions of officers and staff under their command;
- (i) Entering into collaboration agreements with other Chief Constables, other policing bodies and partners that improve the efficiency or effectiveness of policing, and with the agreement of their respective Policing Bodies;
- (j) Remaining politically independent of their PCC;
- (k) Managing all complaints against the force, its officers and staff, except in relation to the Chief Constable, and ensuring that the PCC is kept informed in such a way as to enable the PCC to discharge their statutory obligations in relation to complaints in a regular, meaningful and timely fashion. Serious complaints and conduct matters must be passed to the Independent Police Complaints Commission in line with legislation;
- (l) Exercising the power of direction and control in such a way as is reasonable to enable their PCC to have access to all necessary information and staff within the force;
- (m) Having day to day responsibility for financial management of the force within the framework of the agreed budget allocation and levels of authorisation issued by the PCC.

## 5.1 The principle of operational independence

The Chief Constable is accountable to the law for the exercise of police powers, and to the PCC for the delivery of efficient and effective policing, management of resources and expenditure by the police force. At all times the Chief Constable, their constables and staff, remain operationally independent in the service of the communities that they serve.

In addition, the PCC must not fetter the operational independence of the police force and the Chief Constable who leads it.

## 6. Police and Crime Plan

### 6.1 Requirements of the Police and Crime Plan

The Police and Crime Plan should determine, direct and communicate the Police and Crime Commissioners (PCC) priorities during their period in office and set out for the period of issue:

- The PCC's police and crime objectives for the area;
- The policing of the police area which the chief officer of police is to provide;
- The financial and other resources which the PCC is to provide to the chief officer of police;
- The means by which the chief officer of police will report to the PCC on the chief officer's provision of policing;
- The means by which the chief officer of police's performance in providing policing will be measured; and
- The crime and disorder reduction grants which the PCC is to make, and the conditions (if any) of those grants.

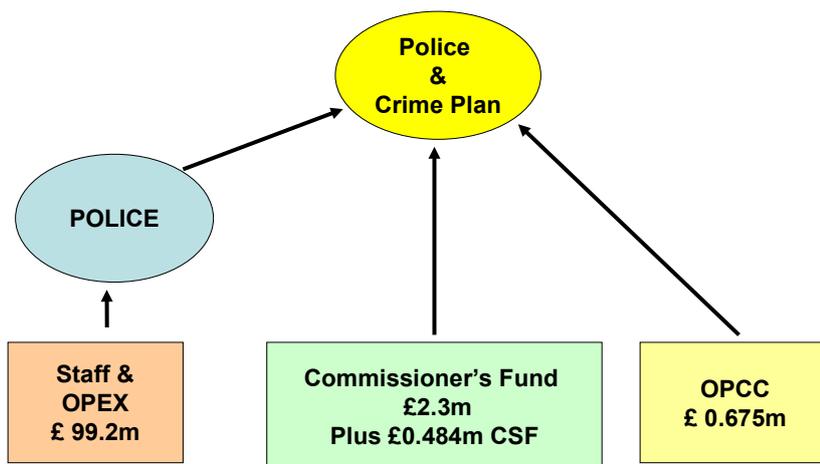
Chief Officers of police and local unitary, county and district authorities have a duty to co-operate with the PCC for the purpose of formulating the Police and Crime Plan. In turn the PCC has a number of additional statutory responsibilities that they must consider when formulating the plan. These include a duty to:

- Co-operate with responsible authorities in formulating and implementing local crime and disorder strategies and have regard to the relevant priorities of each responsible authority
- Make arrangements for engaging with local people
- Human Rights
- Achieve value for money
- Co-operate with local criminal justice bodies to provide an efficient and effective criminal justice system for Gloucestershire
- Ensure that the Chief Constable fulfils their duties relating to equality and diversity
- Have regard to the need to safeguard and promote the welfare of children
- Have regard to the Strategic Policing Requirement issued by the Secretary of State; and
- Have regard to any guidance or codes of practice issued by the Secretary of State

## The Audiences of the Plan



## The Budget



## 6.2 Parameters of the Police and Crime Plan

Both the PCC and Chief Constable have a duty to have regard to the Police and Crime plan for Gloucestershire in fulfilling their roles, and failure to do so could result in intervention by the Secretary of State.

The PCC must hold the Chief Constable to account for:

- the exercise of their functions and of those under their direction and control
- their regard to police and crime plan;
- their regard to strategic policing requirement;
- their regard to codes of practice;
- their arrangements for co-operating with other organisations;
- their arrangements for engaging with local people;
- the extent to which they obtain and provide value for money;
- their duties relating to equality and diversity; and
- their duties in relation to the safeguarding of children and the promotion of child welfare

The PCC will receive regular reports from the Chief Constable regarding:

- performance, including confidence, satisfaction and crime reduction;
- budget monitoring;
- risk;
- employment monitoring;
- health and safety;
- police professional standards;
- environmental impact;
- any other matter the PCC considers necessary

see appendix 7

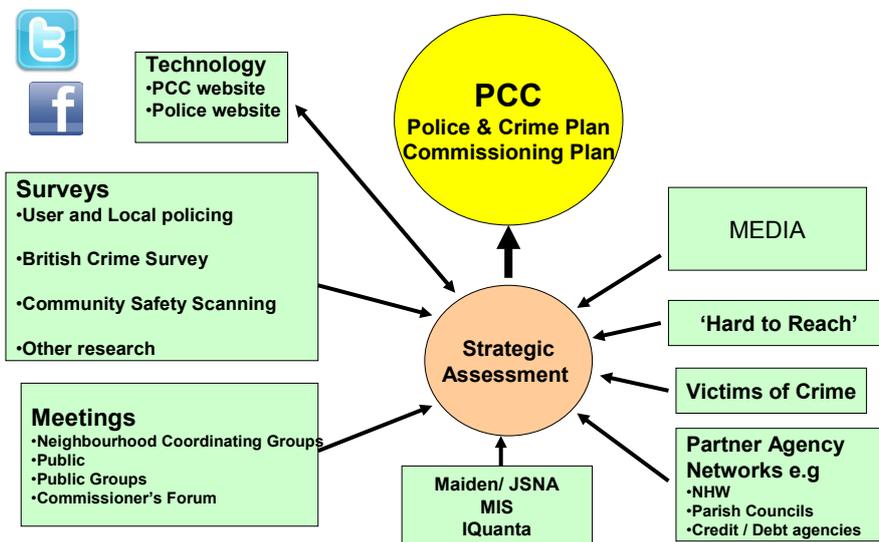


### 6.3. Information Acquisition for the Police and Crime Plan

Every year, the PCC will consult with members of the public and partners in various ways. The information gathered is used to inform the priorities of the Police and Crime Plan and to make decisions about setting the precept on the Council Tax.

Information will be gathered through a wide range of sources:

- Informal face to face discussions, such as police neighbourhood coordination group meetings which take place across the 55 police neighbourhoods within the county, stalls at public events, road shows.
- Commissioner Days and Commissioner's forum
- Surveys, including the county wide policing survey, community surveys, school surveys and opinion polls
- Formal discussions, including youth panels, vulnerable and hard to reach groups, discussions with the business community and with partner agencies
- Community intelligence, for example demographic data, crime and anti-social behaviour statistics, results of surveys carried out by local partner agencies
- Use of social media means that we are more aware of emerging issues that are affecting the communities of Gloucestershire.



### **6.3.1 Local Policing Survey**

A monthly survey is carried out with members of the public who live within the County; are policed by Gloucestershire Constabulary; and who may or may not have had direct contact with the Constabulary.

This survey assesses:

- Perceptions of levels of crime and antisocial behaviour
- Perceptions of the police, i.e., are they doing a good job?
- Whether the public feel they are informed about policing in their area
- Levels of public confidence in Gloucestershire Constabulary

Telephone interviews are carried out monthly with a random sample of households (determined by random-digit dialling). Approximately 300 interviews are conducted each month with equal numbers of respondents from each Local Policing Area. This yields a large enough sample for data to be analysed at Local Policing Area level.

### **6.3.2 User Satisfaction Survey**

In a further survey each month, a sample selection of victims of the below crimes are invited to take part in a user satisfaction survey.

- Burglary
- Violent Crime
- Vehicle Crime
- Hate Crime

There will be a survey conducted over the telephone, which asks victims to rate their satisfaction or dissatisfaction with various elements of the service they received. It also invites them to suggest improvements, or to alert us to failures in service. The results will be presented in various ways, in order to monitor performance, highlight improvements and provide an early warning system if gaps in satisfaction appear to be emerging.

The survey has a national format and range of questions. The data is used by the Home Office and HMIC in order to compare our performance with others and to monitor progress.

### **6.3.3. Strategic Assessment**

The purpose of a strategic assessment is to provide an accurate and realistic evaluation of the significant crime, and community safety issues that may impact upon the communities of Gloucestershire within the next 12 months. The assessment will provide recommendations based upon its findings.

For the purpose of this plan an assessment would draw upon a number of sources including police crime and incident information and intelligence, analysis undertaken by the partnership agencies and information from the police neighbourhood coordination groups.

In addition the assessment would identify organisational issues e.g financial and technological challenges.

A joint strategic needs assessment (JSNA) is also prepared for the Health and Well Being Strategy, which means the potential now exists for the JSNA and other partner agency intelligence to be merged into one Strategic assessment for Gloucestershire and it is planned to research this opportunity in the coming months. There are many issues that cross over between the work of the PCC, GSSJC and Health and Wellbeing Board, we will develop this opportunity for greater cohesion.

### 6.3.4 Other Sources of Information

A number of additional sources can inform the commissioning priorities :

- Local performance data
- Evidence of need, risk and threat
- Financial information
- District and LPA level information
- Officer, staff and stakeholder consultation



## 6.4. PCC Aims and Priorities 2013

These are the PCC aims and priorities for 2013 which will help to fulfil the Gloucestershire Police and Crime Plan and achieve:

### *Less Crime, More Peace and Good Order*

The PCC is committed to the following values:

- **Community Engagement and Police Legitimacy**
- **Restorative Justice- Diversion and Healing**
- **The Needs of Victims, Vulnerable and Diverse Populations**
- **Crime Prevention Policing and Community Partnership**
- **Respect for Diversity and Human Rights**

And, working together to make Gloucestershire a healthier, safer and more inclusive community with better quality of life for all.

These priorities will be continually developed throughout 2013 and will aim to deliver value for money.

**The delivery plan will be based on the below approach:**

1. **Priority** – The PCC priorities that will deliver the outcomes
2. **Identify lead** – Who is the lead individual ?
3. **Key Actions** – What are the key actions that will deliver the priorities ?
4. **Baseline** – What is the current performance ?
5. **SMART** – How will we measure performance ?
6. **By when** – On what date will we start and achieve our targets ?
7. **Resources** – Where will the resources come from ?
8. **Risks** – What are the risks that impact the delivery of the priorities and how will they be mitigated ?

## 6.4.1 Accessibility and Accountability

### Strategic objectives:

1.1	To get the right resources to the right situation or problem first time, every time, on time and dealing with the matter appropriately and effectively.
1.2	To realise the ideal of the local officer working in and with the communities of Gloucestershire.

Priority	Accessibility and Accountability
Identify Lead	Assistant Chief Constable Organisation, Gloucestershire Constabulary
Key Actions	<p>The key actions suggested are indicative only – further research and consultation will be required prior to finalisation. This work will span throughout the 4 year period of the Police and Crime Plan and seek transformational change focussing on the service provided to the community of Gloucestershire. Areas for action will include:</p> <ul style="list-style-type: none"> <li>• Allocate appropriate resources to all calls for assistance</li> <li>• Develop a community contact strategy focussing on maximising opportunities to increase confidence and satisfaction at every interaction with the public</li> <li>• Ensure officers and staff are accessible and visible to the public</li> <li>• Ensure access to services and buildings for all, making provision to meet diverse need</li> <li>• Review police station opening and public contact arrangements, including those with diverse needs</li> <li>• Develop ways of working to optimise service at the first point of contact with the emphasis of putting the needs of the victim or caller at the heart of all our interactions</li> <li>• Work with the community, partners and callers to provide sustainable, effective and effective solutions to problems</li> <li>• Provide different ways to access policing services to meet the needs of our diverse communities</li> <li>• Keeping victims informed of progress in relation to their crime and providing appropriate feedback to callers</li> <li>• To keep neighbourhood policing at the heart of Gloucestershire Constabulary, with local teams of officers and PCSOs dedicated to geographic areas who are visible, accessible, locally known and knowledgeable about their area who will use intelligence to target issues to address community problems.</li> <li>• To provide local officers with effective skills, tools and training to work effectively with their communities.</li> <li>• Develop capacity by encouraging growth in the Special Constabulary and the use of volunteers.</li> <li>• Work with other forces and law enforcement agencies to tackle serious threats to the community from serious and organised crime, terrorism and sexual exploitation</li> <li>• Working with partners, enhancing the accessibility and accountability of services to the public.</li> </ul> <p>Links will be made with other key strands of the Police and Crime Plan, in particular to ensure effective accessibility for young and older people and vulnerable members of the public.</p>

Baseline	Baseline performance information is available from the Local Policing Survey (LPS) and the User Satisfaction Survey (USS).
Measurement (SMART)	<ul style="list-style-type: none"> <li>• Measurement will be by a set of indicators and updates which will be developed. Measures should not include numerical targets which can create perverse behaviour but ensure that performance improvement can be measured.</li> <li>• Performance indicators/measures to be worked up to ensure we are maximising the use of technology available to direct the most appropriate and nearest resources to each call for assistance, and timely resolution.</li> <li>• Measurement must provide sufficient information for effective governance but should not introduce unnecessary bureaucracy. Indicators can be drawn from the User Satisfaction and Local Policing Surveys, and may include response to the following questions: <ul style="list-style-type: none"> <li>• Taking the whole experience into account, are you satisfied, dissatisfied or neither with the service provided by the police in this case?</li> <li>• Did the police arrive when they said they would?</li> <li>• Do you feel the police did all they should have done to resolve the incident?</li> <li>• Taking everything into account how good or poor a job do you think Gloucestershire Police are doing?</li> <li>• The former single national confidence measure – the police and local council are dealing with anti-social behaviour and crime issues that matter in this area</li> <li>• Do you know who the police officers and PCSOs are who work in your neighbourhood?</li> </ul> </li> <li>• Additional questions could be added to the Local Policing Survey to measure the accessibility of Gloucestershire Constabulary</li> </ul>
By When	Improvements should be expected over the 4 years of the plan. Milestones and governance arrangements will be identified
Resources	<p>To be determined. The ACC (Organisation) will lead on this priority area but will engage with and work with other agencies and individuals to ensure the breadth of accessibility and accountability is covered. This will include consultation with the Independent Advisory Group (IAG) and be informed by research from previous consultation with the public.</p> <p>Additional resources will be required for broader consultation with the public and diverse groups.</p> <p>Bids may be made to the Commissioners fund for bespoke strands of work.</p>
By Whom	The work will be co-ordinated and led by ACC (Organisation) Gloucestershire constabulary and work stream leads identified as appropriate.
Risks and opportunities	There is an opportunity to improve accessibility and accountability across the county to demonstrate that the PCC is committed to this priority

## 6.4.2 Older but not overlooked

### Strategic objectives:

2.1	That older people need to feel and remain an active part of our communities whether they live in their own homes or are in residential care.
2.2	That these members of our community should be part of the police beat with the local officer being visible and proactive with all vulnerable groups

Priority	Older but not overlooked
Identify Lead	Sally Pickering - GAVCA
Key Actions	<p>The key actions suggested are indicative only. Further research and consultation will be required prior to finalisation. This work will span throughout the 4 year period of the Police and Crime Plan. The work will seek improvement to the lives to older and vulnerable members of our communities in Gloucestershire. Areas for action will include:</p> <ol style="list-style-type: none"> <li>1 Developing a network of Voluntary and Community Sector organisations and others (e.g. private sector care home providers) that have expertise / interest in contributing towards the delivery plan. GAVCA will facilitate this consortium to identify the key issues that the plan needs to address, develop collaborative projects that will meet the needs identified and ensure that this work is linked into other areas of the Police and Crime Plan. It is envisaged that activities will include projects that help elderly and/or vulnerable people to be active members of the community and that develop stronger relationships between these people and the local police.</li> <li>2 GAVCA will provide an over-arching function to support commissioning by the PCC helping to make sure that the needs and interests of all potentially marginalised communities are not overlooked and can influence commissioning throughout the Police and Crime Plan. Activities to support this will include: <ul style="list-style-type: none"> <li>• <b>Providing an information conduit</b> between VCS and Police and Crime Plan partners to encourage collaboration with and involvement of the VCS, through online resources, e-bulletin information services, networking opportunities and hosting consultation events</li> <li>• <b>Informing Commissioning:</b> Providing an umbrella VCS perspective to inform the strategic development of the Police and Crime Plan</li> <li>• <b>Supporting commissioning</b> by: providing access to information about the resources and services available within the voluntary and community sector; sharing expertise to help commissioners develop good commissioning practice; providing access to VCS “experts” who can advise them on commissioning of services in their specialist field of expertise; providing information about the capacity of the VCS to deliver services;</li> <li>• <b>Developing the capacity of the VCS to deliver services that support the Plan</b> – securing additional resources to help VCS organisations with business planning, income generation, supporting collaborative partnerships between VCS providers etc.</li> <li>• <b>Supporting community engagement</b> by facilitating networking and consultation with communities through the VCS to help provide feedback on progress of the delivery of the Plan.</li> </ul> </li> </ol>

Baseline	<p>Baseline data will be available from the Local Policing Survey (LPS) and the User Satisfaction Survey (USS).</p> <p>In addition:</p> <ul style="list-style-type: none"> <li>• Consultation with “Hard to Reach Communities” carried out by GAVCA March 2012 included feedback from older people, and people with physical and sensory disabilities of their experience of policing.</li> <li>• The Barnwood Trust have data from an extensive consultation that informed their new 10 yr strategy, of the experiences of people with disabilities and mental health problems.</li> <li>• In terms of building a VCS consortium, GAVCA already has in place significant intelligence about the “VCS market”, with a database of over 2,500 voluntary and community organisations, segmented into special interest networks, from which we can bring together a network of organisations that will be key to delivering this programme.</li> <li>• These networks also provide a baseline of VCS engagement that can be used to inform and influence commissioning more generally throughout the Police and Crime Plan.</li> </ul>
Measurement (SMART)	<ul style="list-style-type: none"> <li>• Measurement will be by a set of indicators and updates which will be developed. Measures should not include numerical targets which can create perverse behaviour but ensure that performance improvement can be measured.</li> <li>• Performance indicators/measures to be worked up to ensure we are maximising the use of technology available to direct the most appropriate and nearest resources to each call for assistance, and timely resolution.</li> <li>• Measurement must provide sufficient information for effective governance but should not introduce unnecessary bureaucracy. Indicators can be drawn from ....</li> </ul> <p>GAVCA can support partners across the delivery of the Police and Crime Plan to evaluate the success of their programmes through facilitating engagement with “seldom-heard” communities who can provide direct feedback of their experiences. We will do this by working through our network of member organisations who are working in, and often led by, people from such communities including, for example: ex-offenders; people with disabilities; older people; people with mental health issues or sensory impairment; people from minority ethnic communities and so on.</p>
By When	<p>Improvements should be expected over the 4 years of the plan. Milestones and governance arrangements will be identified</p>

Resources	<p>To be determined. Sally Pickering will lead on this priority area but will engage with and work with other agencies and individuals to ensure the breadth of accessibility and accountability is covered. This will include consultation with other partners and groups and be informed by research from previous consultation with the public. Additional resources will be required for broader consultation with the public and diverse groups.</p> <p>Voluntary and community sector organisations will be able to use funds provided from the PCC's budget to lever in additional resources from charitable trusts and other sources and will also provide added value ,through the involvement of volunteers in their work</p> <p>Bids may be made to the Commissioners fund for bespoke strands of work.</p> <p>The over-arching role that GAVCA can offer, as described above, will support all the Priority Area leads within the Police and Crime Plan, and also other areas of commissioning within the Criminal Justice and Community Safety field falling under the responsibility of the Gloucestershire Stronger Safer Justice Commission (GSSJC)/. It would therefore make sense if this were jointly resourced by all partners benefitting from this service. As the wider partnership and governance models are developed over the coming months, we recommend that this is explored further with all partners.</p>
By Whom	<p>The work will be co-ordinated and led by Sally Pickering and work stream leads identified as appropriate.</p>
Risks and opportunities	<p>These will be identified as the plan is developed.</p> <p>However, one risk that has already been identified by the VCS is that the focus for this area of work is defined too broadly and therefore loses focus. Anyone could potentially be vulnerable at some point and so we aim to mitigate this risk by having a clear focus on “older people and people who are vulnerable due to disability” right from the start.</p> <p>This could include others with disabilities and will include other factors such as race, religion or belief, sexual orientation and transgender status</p>



### 6.4.3 Young people becoming adults

Strategic objectives:	
3.1	To deliver sensitive, relevant and effective policing ensuring our young people become law-abiding, productive members of society.
3.2	To ensure that the 'system' must work for them, not against them

Priority	Young people becoming adults
Identify Lead	Alison Williams, Director of Youth Support Services Gloucestershire
Key Actions	<p>The key actions suggested are indicative only. Further research and consultation will be undertaken throughout the 4 year period of the Police and Crime Plan. The work will seek transformational change, focussing on the service provided to young people in Gloucestershire. Areas for action will include:</p> <ul style="list-style-type: none"> <li>• To understand how young people view the police and their role in their communities to identify what steps could be taken to improve relationships.</li> <li>• To review how young people are policed, including use of out of court disposals and the effectiveness of restorative justice practice.</li> <li>• Development of the Youth Crime Prevention Strategy in collaboration with the Gloucestershire Youth Justice Partnership Board, health commissioners, local community groups and Community Safety Officers.</li> <li>• Promotional campaigns to get key safety and risk management messages through to young people including; internet safety, drug and alcohol use, driving safely, personal safety and sexual exploitation.</li> <li>• Development of community programmes linked to crimes in specific locality areas such as – knife crime, gang crime and sexual exploitation.</li> <li>• Work with the Gloucestershire Safeguarding Board to ensure the safety of children and young people in the Gloucestershire including reviewing how we work with young people that go missing, child sexual exploitation, and young people that are the victims of domestic abuse.</li> <li>• To develop a new approach to working with young people who are prolific offenders to reduce reoffending rates and the numbers of young people becoming adult offenders.</li> </ul> <p>Links will be made with other key strands of the Police and Crime Plan, in particular safer days and nights.</p>
Baseline	<p>Baseline performance information is available from the Gloucestershire On Line Pupil Survey            Gloucestershire Youth Justice Partnership Board            User Satisfaction Survey (USS)            GSSJC Scanning Document</p>

Measurement (SMART)	<ul style="list-style-type: none"> <li>• On Line Pupil Survey will highlight areas of concern for young people, such as bullying, safety and wellbeing. Through this survey we could potentially track changes in attitudes and perception of safety.</li> <li>• Gloucestershire Youth Justice Partnership collates data on youth crime and specifically, first time entrants into the criminal justice system, reoffending rates and custody rates.</li> <li>• Work is currently underway to develop an outcomes framework linked to the Youth Support Teams health prevention activity. This could be further expanded to collate data from community programmes to measure changes in attitude, behaviour and management of risk (drug and alcohol use).</li> <li>• Survey of young people's attitudes and knowledge of the police.</li> <li>• Survey of young people who enter the criminal justice system.</li> </ul>
By When	Improvements should be expected over the 4 years of the plan. Milestones and governance arrangements will be identified
Resources	<p>Gloucestershire Youth Support Team will lead on this priority area but will engage and consult with and work with the police, probation service, health commissioners, schools and colleges, voluntary sector youth groups, Members of the Youth Parliament, specialist providers of services to young people and district councils.</p> <p>We will also draw on national research (Youth Justice Board) and local research / surveys that have been undertaken.</p> <p>Additional resources will be required to directly consult with young people and undertake survey work with young offenders.</p> <p>Bids may be made to the Commissioners fund for bespoke strands of work.</p>
By Whom	The work will be co-ordinated and led by Alison Williams and work stream leads identified as appropriate.
Risks and opportunities	There is an opportunity to use the data from the surveys to help develop recommendations for continuous improvement, this can be measures throughout the lifetime of the plan

## 6.4.4 Safe days and nights for all

### Strategic objectives:

4.1	To better manage the Gloucestershire night-time economy, with alcohol related crime and disorder being reduced.
4.2	That everyone should be able to go out to our parks, pubs and streets without fear

Priority	Safe days and nights for all
Identify Lead	Andrew North – Chief Executive , Cheltenham Borough Council
Key Actions	<p>The key actions suggested are indicative only. Further research and consultation will be undertaken throughout the 4 year period of the Police and Crime Plan. The work will seek reductions in crime and disorder in the day and night time economies of Gloucestershire. Areas for action will include:</p> <ul style="list-style-type: none"> <li>• Ensuring that the police maintain a strong and visible focus on dealing with violent crimes committed in public places.</li> <li>• Generating public awareness of the true position in relation to crime and safety across the county so that a balanced and proportionate view can be taken by citizens as to the risk areas and how to sensibly reduce those risks.</li> <li>• Seeking to promote a night-time offer across Gloucestershire which is diverse and not solely focussed on drinking establishments so as to encourage a wider number and mix of people to enjoy this offer.</li> <li>• Promoting schemes where people living with disabilities who would like to access the night time economy or other recreational opportunities but lack the confidence or physical ability to do so alone can be supported.</li> <li>• Identifying communication channels which appeal to and can therefore engage all age groups who are users of the pubs and clubs in our city and towns including distributing information at work and learning locations.</li> <li>• Encouraging initiatives, such as taxi marshals, street pastors, alcohol free zones or pub watches which aim to minimise the disruption caused by excessive alcohol consumption or to mitigate the harm caused to people affected.</li> <li>• Ensuring co-ordination with street-lighting, CCTV, licensing and planning teams across Gloucestershire's public sector agencies and partnerships to maximise safety and a feeling of being safe, day and night.</li> <li>• Developing a greater awareness of behaviour which can lead to disorder or violent crime in public places (such as pre-loading with alcohol before an evening out or the misuse of psycho-active drugs) as well as working to manage such behaviours.</li> <li>• Disseminating to relevant agencies learning and good practise based on evidence of what works on how alcohol related violence can be prevented, reduced or mitigated. This will include ideas derived from the Reducing Alcohol Related Violence Project in Cheltenham and the research methodology originally established by Cardiff University on those victims of violence treated by hospital emergency departments.</li> <li>• Within the spirit of this plan, working with Community Safety Partnerships in district areas to formulate local action plans to build confidence that Gloucestershire is a safe place to live, work, learn and visit.</li> </ul> <p>Links will be made with other key strands of the Police and Crime Plan, in particular to ensure effective accessibility for young and older people and vulnerable members of the public.</p>

Baseline	<p>Baseline performance information is available from the Office of National Statistics who, on their website, state: -</p> <p><i>“The Crime Survey for England and Wales (formerly British Crime Survey) asks people aged 16 and over living in households in England and Wales about their experiences of crime in the last 12 months. These experiences are used to estimate levels of crime in England and Wales. Until recently the survey did not cover crimes against those aged under 16, but since January 2009 we have also interviewed children aged 10 to 15. We also ask respondents to the survey about their attitudes to crime-related issues such as:</i></p> <ul style="list-style-type: none"> <li><i>• the police;</i></li> <li><i>• the criminal justice system;</i></li> <li><i>• their perceptions of crime and anti-social behaviour.”</i></li> </ul>
Measurement (SMART)	<ul style="list-style-type: none"> <li>• Measurement will be by a set of indicators and updates which will be developed. Measures should not include numerical targets which can create perverse behaviour but ensure that performance improvement can be measured.</li> <li>• Performance indicators/measures to be worked up to ensure we are maximising the use of technology available to direct the most appropriate and nearest resources to each call for assistance, and timely resolution.</li> <li>• Measurement must provide sufficient information for effective governance but should not introduce unnecessary bureaucracy. Indicators can be drawn from responses to the following questions: <ul style="list-style-type: none"> <li>○ How safe do you feel as a pedestrian when away from your home (based on whether it is day or night time and on geographical location)?</li> <li>○ Have you personally witnessed or been a victim of intimidating or violent behaviour in a public place within Gloucestershire? If so please tell us about it.</li> <li>○ Do you have confidence that the police/local authorities are able to create a safe environment across Gloucestershire’s streets and other public spaces for people to enjoy?</li> </ul> </li> </ul>
By When	Improvements should be expected over the 4 years of the plan. Milestones and governance arrangements will be identified
Resources	<p>Andrew North will lead on this priority area but will engage with and work with other agencies and individuals. This will include consultation with relevant businesses, voluntary agencies, local authorities, the NHS and criminal justice agencies and be informed by research from previous consultation with the public.</p> <p>Additional resources will be required for broader consultation with the public and diverse groups.</p> <p>Bids may be made to the Commissioners fund for bespoke strands of work.</p>
By Whom	The work will be co-ordinated and led by Andrew North and work stream leads identified as appropriate.
Risks and opportunities	There is an opportunity to improve engagement/ communication across the county to demonstrate that the PCC is committed to the priority of ‘keeping people safe’

## 6.4.5 Safe and social driving

Strategic objectives:	
5.1	That people are able move around our communities in safety and with as much ease and convenience as possible.
5.2	That the police will enforce the law when necessary, but we will all work to reduce offending and antisocial driving

Priority	Safe and social driving
Identify Lead	Jon Hall, Chief Fire Officer, Gloucestershire Fire and Rescue Service
Key Actions	<p>The key actions suggested are indicative only. Further research and consultation will be required prior to finalisation. This work will span throughout the 4 year period of the Police and Crime Plan and seek to increase road safety in Gloucestershire, and will aim to have a longer term legacy.</p> <p>Data-led areas for action to be aimed at:</p> <ul style="list-style-type: none"> <li>• Young road users</li> <li>• Older road users</li> <li>• Vulnerable road users</li> <li>• Community engagement</li> <li>• Smart deployment of camera enforcement</li> <li>• Self-help &amp; voluntary initiatives</li> </ul> <p>Links will be made with other key strands of the Police and Crime Plan, in particular to ensure effective accessibility for young and older people and vulnerable members of the public.</p>
Baseline	Baseline performance information is available from the Road Safety Partnership who has a statutory duty to collate, store and analyse all reported injury collisions from police reports.
Measurement (SMART)	<ul style="list-style-type: none"> <li>• Measurement will be by a set of indicators and updates which will be developed. Measures should not include numerical targets which can create perverse behaviour but ensure that performance improvement can be measured.</li> <li>• Performance indicators/measures to be worked up to ensure we are maximising the use of technology available to direct the most appropriate and nearest resources to each call for assistance, and timely resolution.</li> <li>• Measurement must provide sufficient information for effective governance but should not introduce unnecessary bureaucracy. Indicators can be drawn from: <ul style="list-style-type: none"> <li>• The collision data-base</li> <li>• Client volumes and scheme activity</li> <li>• Public/customer surveys and satisfaction analysis</li> </ul> </li> </ul> <p>And response to the following questions:  Which road users are most at risk?  How do we best engage with our target groups?  How can we safeguard Gloucestershire residents and influence those travelling in or through Gloucestershire?  Do all county places of learning have 'road safety education policies' in place?  Do county businesses have adequate occupational road risk policies in place?  Are all those involved in delivering road safety adequately trained and equipped to deliver road safety education?  Are elected members and all residents of Gloucestershire aware of the Road Safety Partnership and the services that are available to them?  Additional questions could be added to the Local Policing Survey ....or other survey</p>

By When	Improvements should be expected over the 4 years of the plan. Behavioural changes and social education benefits will have a longer term legacy. Milestones and governance arrangements will be identified
Resources	<p>To be determined. Jon Hall will lead on this priority area but will engage with and work with other agencies and individuals. This will include consultation with:</p> <ul style="list-style-type: none"> <li>All parties involved or interested in collision avoidance, casualty reduction and the prevention of unintentional injuries on the road.</li> </ul> <p>...and be informed by research from previous consultation with the public. Additional resources will be required for broader consultation with the public and diverse groups. Bids may be made to the Commissioners fund for bespoke strands of work.</p>
By Whom	The work will be co-ordinated and led by Jon Hall and work stream leads identified as appropriate.
Risks and opportunities	There is an opportunity to improve engagement/ communication across the county to demonstrate that the PCC is committed to the priority of 'Safer roads

## 6.5 Stage 2 Transfer - Organisational Planning

At the moment all assets, liabilities and staff (not police officers) are employed by the PCC. Whether that should continue, and whether or not any of those assets, liabilities or staff should be transferred to the Chief Constable will be reviewed. In deciding whether or how that will happen we will take into account:

- the arrangement decided upon must be the one most capable of delivering the best outcomes possible for the people of Gloucestershire
- the need to minimise any duplication and waste within and between the two organisations, and the desire to maximise the resources available to service delivery

Scope of Programme of Change :

- Create a vision of policing in Gloucestershire for 2018
- Design a workforce plan to meet this vision
- Identify the resources required to meet the vision
- To manage a second transfer change consistent with the vision by April 2014
- To ensure that the programme delivers change that will meet the predicted reductions in funding

## 7. Risk Assessment and Management

We assess all risks, whether they are business or operational and put risk management at the centre of our decision making. Our Risk Management Strategy and Framework help us to apply best practice to the identification, evaluation and control of key risks and ensure that any residual risks are at an acceptable level. We achieve this by:

Adopting a clear, corporate approach to risk management by the PCC, Constabulary and our partners  
Integrating risk management into our operational and management practices and promoting risk awareness

Our risk management process aims to:

- Support good business planning and management practice
- Assist the business planning process
- Minimise unnecessary expenditure and provide value for money
- Achieve better results from projects and partnerships
- Inform decision making
- Balance opportunity and risk
- Increase confidence

The main types of risks faced by the PCC fall into three categories:

**Strategic Risks** – These relate to medium to long-term objectives.

**Operational Risks** – These relate to issues and risks that could have an immediate to short-term effect on the ability to function.

**Project Risks** – These are risks that need to be considered prior to the commencement of *partnerships* and at all stages throughout the duration of a *project*.

A risk register will be prepared aligned to this plan.



# Appendices

## Appendix 1

### 1.1 The local area , it's people and their needs

#### 1.1 Geographic and demographic make up of the County

##### 1.1.1 The County

Gloucestershire covers an area of 1,041 square miles and consists of the urban centres of Gloucester and Cheltenham and more rural areas of the Cotswolds, Forest of Dean, Stroud and Tewkesbury. Over half of Gloucestershire is designated as an Area of Outstanding Natural Beauty and significant parts lie within the flood plains of the rivers Avon and Severn.

##### 1.1.2 Demographics

The population of Gloucestershire is currently growing at an annual rate of 0.57% or an average of 3,200 people a year, driven mainly by internal migrants typically aged 30-44 moving to the county with their young families. Natural growth, however, has accounted for an increasing proportion of the overall increase since 2007 when the number of births surged. The Office for National Statistics (ONS) latest estimates put the population of Gloucestershire at around 593,500 as of 2010.

New ONS projections for the next 25 years suggest that the population of Gloucestershire will continue to increase but at a slightly slower pace, of 0.51% or 3,000 people per annum on average. This is below the annual growth rate of 0.76% predicted for England. The population is anticipated to reach 610,000 by 2015, 625,000 by 2020 and 670,000 by 2035, assuming that current trends continue.

The dominating feature of the growth is a sharp increase in the number of older people (aged 65+). At the same time, projections for children and young people (aged 0-19) indicate very little growth. The future trend for the working age population (aged 20-64) will be a gradual decline over the same period.

We are aware, through liaison with all district councils, of future housing development plans, the impact of this being a key a consideration in this and future plans.

##### 1.1.3 Deprivation

The indices of deprivation can help us identify communities that are made more vulnerable and less resilient by deprivation. It can also help us identify communities that vulnerable because of remoteness from services.

Although Gloucestershire benefits from a high standard of living, this wealth is not evenly distributed and pockets of deprivation do exist, particularly in the main urban areas and those vulnerable pockets that exist around some of the market towns e.g. Cirencester, Tewkesbury, Cinderford and Brockworth.

The Index of Multiple Deprivation 2010 combines some thirty eight indicators, chosen to cover a range of economic, social and housing issues, into a single deprivation score for each small area in England. This allows each area to be ranked relative to one another according to their level of deprivation.

The Indices of Deprivation 2010 have been produced at Lower Super Output Area (LSOA) level. These are small geographical units covering between 1,000 and 3,000 people and provide a more in-depth appreciation of variations in deprivation at a local level. There are of 367 LSOAs in Gloucestershire and 32,482 in England.

The indicators are grouped into seven domains that are combined to produce the overall Index of Multiple deprivation they are deprivation in:

- Income
- Employment
- Health and Disability
- Education, Skills and Training
- Barriers to Housing and Services
- Living environment deprivation
- **Crime**

There are also two supplementary indices:

- Income Deprivation Affecting Children Index (IDACI)
- Income Deprivation Affecting Older People Index (IDAOPI).

Gloucestershire has eight LSOAs amongst the most deprived 10% of LSOAs in England. They are all located in Cheltenham and Gloucester districts as illustrated below and account for 12,700 residents amounting to 2% of the total population of the county.



## 1.2 Recognition of diverse groups with specific needs

### 1.2.1 Growth of Ethnic Population

The number of people from Black and Ethnic Minority (BME) background in the county rose to 36,400 in 2009, representing 6.2% of the population. The figure became 57,400 (i.e. 9.7%) when all non white-British ethnic groups such as Polish are included, which has shown a sharp increase in recent years. The percentages in 2001 were 2.9% and 5.2% respectively.

There was a higher representation of ethnic population among children and working-age groups, at 10.3% and 11.2% respectively compared to 5.1% in the older population. There were wide variations between districts, however, with the highest proportions of non 'White-British' children and older people recorded in Gloucester (14.9% and 8.2%), and the highest percentage of non 'White- British' working-age population in Cheltenham (14.5%).

#### Proportion of Non 'British White' by district

	Aged 0-15	Aged 16-64M/59F	Aged 65+M/60+F	All Ages
Cheltenham	11.1%	14.5%	6.2%	12.5%
Cotswold	8.4%	11.7%	3.8%	9.5%
Forest	5.5%	6.6%	1.5%	5.7%
Gloucester	14.9%	13.7%	8.2%	12.9%
Stroud	9.0%	10.0%	3.6%	8.6%
Tewkesbury	7.7%	8.7%	2.7%	7.4%
Glos	10.3%	11.2%	5.1%	9.7%

Data suggest that 'Other White' was the fastest growing ethnic group in the county between 2001 and 2009 (up 7,400 people), likely driven by recent immigration from Eastern European countries and the natural growth within the communities. New statistics suggest that the number of overseas nationals registering to work in Gloucestershire, including those from Eastern Europe, has fallen from the peak of 4,400 in 2006/07 to less than 3,000 at present including short-term migrants. The new restrictions recently introduced on immigration from non-EU countries are also likely to reduce the future number of non-EU migrants to Gloucestershire.

ONS projections predict that the levels of long-term immigration to Gloucestershire will be balanced and at times outstripped by emigration.

It is likely that the future growth of the ethnic population in Gloucestershire will be increasingly accounted for by natural growth from within the domestic population, as it has a young age structure. At present, 88% of the ethnic population are children and working-age, compared to 77% of Gloucestershire population as a whole.

This would mean that the proportion of children of early years and school-age from ethnic groups in the county is likely to increase in the near future, and over time, the proportion in the local labour force.

### 1.2.2 'Hard to reach' groups

Access to 'Hard to reach' groups is currently obtained via Gloucestershire Association for Voluntary and Community Action (GAVCA) who are able to conduct public consultation to gather the views of these groups and residents of Gloucestershire.

Their consultation process utilises a 'focus group' research tool, for its ability to illicit the views and opinions of a wide range of people from different backgrounds, while providing the same format for use across different areas and communities within Gloucestershire. The process will be used as a basis to determine future priorities for the PCC.

Within this consultation process a number of specific groups were identified:

- Young people (formally engaged in a Youth Forum)
- Young people from the Black Minority Ethnic Community
- Refugee and Migrant community
- Gay, Lesbian, Bisexual and Transgender Community
- Hearing Impaired Community
- Learning Disabled community
- Social Housing Forum
- Older People
- Faith Group (Asian women)
- Faith Group (mixed gender)
- Ex-offender Community
- Rural Communities

### 1.2.3 Victims of Crime

Victims of crime are able to provide significant feedback to the PCC on a number of issues including their experience of dealing with the police and other partner agencies.

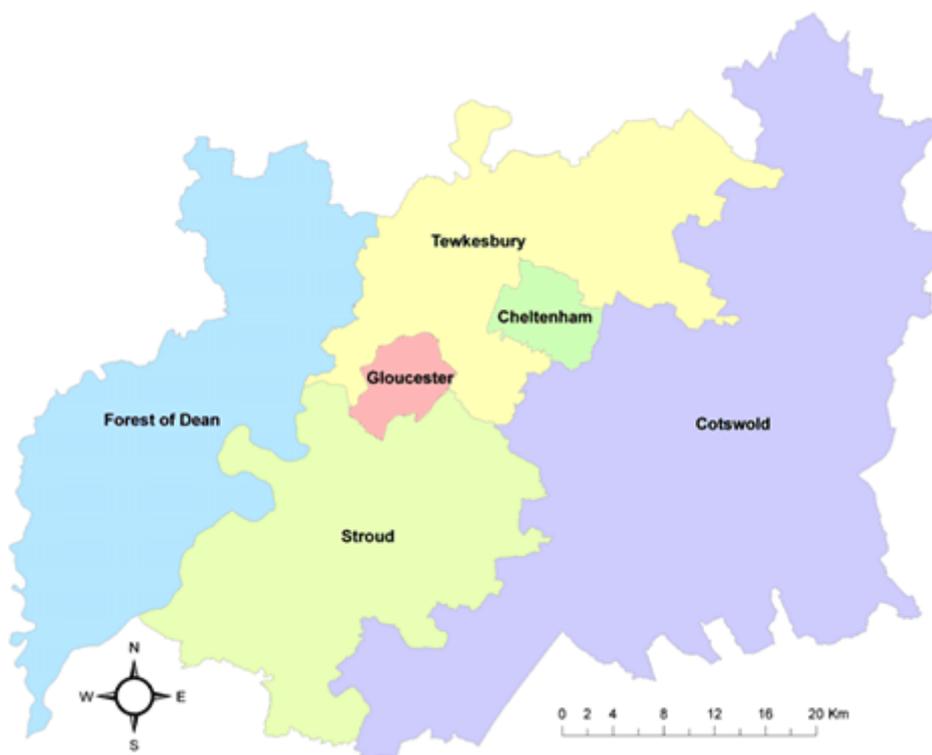
All victims of crime have access to Victim Support and it is through this medium that more information can be obtained.

## 2. The Gloucestershire Constabulary

### 2.1 The Constabulary

Gloucestershire Constabulary serves the county of Gloucestershire, which comprises a single county council and six district authorities.

The Constabulary operates with six Local Policing Areas, commanded by Superintendents, one in each of the council districts. Local policing is provided by response teams in each area and nine Neighbourhood Policing Teams, two each in Cheltenham, Gloucester and Stroud and one in Tewkesbury, the Forest and the Cotswolds. Within the Local Policing Areas are fifty five neighbourhoods, each with identified officers and locally agreed priorities.



The area is largely affluent but with pockets, particularly in some areas of Gloucester and Cheltenham, being amongst the poorest in England. This situation has a significant impact on policing and community safety performance with strong social contrast and differences of geography with challenging county east to west communications.

Protective Services are provided at Force level, supporting Local Policing in relation to crime reduction, detection and management of criminal investigation. These units deliver direct operational services in specialised areas and frontline services in support of investigations conducted by Local Policing staff.

The Constabulary has the below workforce as at 31.3.13

	<b>Total at 31.3.13</b>
<b>Police Officers</b>	1184
<b>Police staff</b>	636
<b>PCSOs</b>	132
<b>Specials (non salaried)</b>	180

## **2.2 Chief Constables Priorities and link to PCC Outcomes**

**These are now subject to review**

### **Link to the PCC outcomes**

To achieve effective and efficient delivery of this plan and to maximise its likelihood of success the priorities of the PCC and Chief Constable should synthesise.

## **2.3 Counter-terrorism**

The Constabulary continues to work in partnership with other agencies to address the threat from international terrorism by delivery of the national CONTEST strategy.

## **2.4 Implications for police, local authorities and Community Safety partnerships for joint working**

The PCC has a duty to have regard to the relevant priorities of each responsible authority and may wish to ensure that partnership objectives support each other wherever possible. A comprehensive understanding of the local community safety and criminal justice landscape and an evidence base of success and good practice will ensure that objectives are based on a clear and robust rationale.

In developing this plan the PCC has considered a number of additional information sources to inform the Police and Crime objectives, these included:

- Local performance data
- Evidence of need , risk and threat at all levels of operation
- Financial information – budgets and grants
- District and LPA level – performance, objectives, priorities, issues and objectives, community safety and criminal justice environment

### **3. Commissioning Priorities**

#### **3.1 Commissioning Priorities**

All commissioning activity will be based on the principle of achieving Value for Money.

##### **Police and Crime Commissioner**

- 1. Accessibility and accountability** – Getting the right resources to the right situation or problem first time, every time, on time and dealing with the matter appropriately and effectively. The ideal of the local officer working the beat needs to be realised in Gloucestershire.
- 2. Older but not overlooked** – Older people need to feel and remain an active part of our communities whether they live in their own homes or are in residential care. Both should be part of the police beat with the local officer being visible and proactive with all vulnerable groups
- 3. Young people becoming adults** – We need sensitive, relevant and effective policing to ensure our young people become law-abiding, productive members of society. The ‘system’ must work for them, not against them
- 4. Safe days and nights for all** – Gloucestershire has a strong night-time economy but it needs to be better managed, with alcohol related crime and disorder being reduced. Everyone should be able to go out to our parks, pubs and streets without fear
- 5. Safe & social driving** – People should be able move around our communities in safety and with as much ease and convenience as possible. The police will enforce the law when necessary, but we will all work to reduce offending and antisocial driving.



## 3.2 Supporting priorities

### 3.2.1 Chief Constable's Key Priorities

1. Subject to review

### 3.2.3 Gloucestershire Stronger, Safer, Justice Commission (GSSJC)

The current priorities of the GSSJC are shown below however a recent review of the partnership is likely to change these in the near future

1. Reduce the harm caused to victims, perpetrators and their families resulting from domestic abuse and sexual violence
2. Reduce the harm caused to victims, their families and communities by illegal drugs and the misuse of alcohol
3. Reduce the harm caused to victims and communities as a result of anti social behaviour
4. Reduce the harm caused to victims of criminal and anti social behaviour through hatred, intolerance or prejudice, which is directed at a person because they are different, whether that be because of their race , sexuality, any form of disability or some other personal and individual characteristic of that person.

## 3.3 Standards, principles or strategic approaches to the delivery of policing services

### 3.3.1 Standards

In setting out the policing of the area the PCC has considered:

- Policing capacity and service strength, including officers, staff , PCSOs and Specials
- The standard and quality of policing to be expected in the area , which may include assurances with regard to call answering , response time and satisfaction
- Strategic Policing Requirement
- Other core standards including :
  - Human rights
  - Equality and diversity
  - Sustainability
  - Integrity and professional standards
  - Value for money
  - Safeguarding children and child welfare
- the wider community safety and criminal justice landscape

### **3.4 Local, regional and national approaches to collaboration and partnership working**

Opportunities for such collaboration will now be developed further particularly:

**Local** – Opportunities to work close with the Health and Well Being Board, Local Enterprise Partnership

**Regional** – Sharing of resources across the region e.g. regional procurement of services currently being developed

**National** – through membership of national bodies i.e National Community Safety Network, National Academy for Justice Commissioning, APCC, APACE

#### **3.4.1 Details and benefits of any existing major collaboration activity – including anticipated savings or improvements in capacity and capability**

To be developed during life of the plan

### **3.5 Overview of the wider crime, community safety and criminal justice landscape**

A number of key partner agencies have over recent years merged to form the Gloucestershire Stronger, Safer and Justice Commission (GSSJC) and now represent all key partners associated with community safety, policing, probation, criminal justice and the voluntary sector.

### **3.6 Opportunities for involvement in key community and voluntary based projects or activities**

There are a number of opportunities to become involved in key community organisations such as the Voluntary and Community sector. Community based initiatives such as Families First, Fairshares (Timebanking) and Asset Based Community Development (ABCD) and provide a unique opportunity to maximise the strengths in our communities.

## 4. Key Partners

### 4.1 Gloucestershire Fire and Rescue Service

#### 4.1.1 Improving local work on a shared agenda with the Fire & Rescue Service

As the number of fire related incidents declines the local Fire & Rescue Service has used the capacity this creates to increase their prevention work becoming a deliverer of choice for other public agencies struggling to achieve improved outcomes with vulnerable or hard to reach groups through such initiatives as SkillZONE.

The Fire Service has a unique brand and positive reputation - dependable, trusted and respected - which they use to leverage tangible outcomes across many national and local priorities. For example, through high impact youth engagement programmes the service helps reduce the cost of school exclusion (estimated at £90,000 per pupil), working to reduce reoffending and working with Job Centre Plus on core employability skills for the long term unemployed.

We will work with our Fire & Rescue Service in making a direct contribution to reducing public spending by reducing the demand on Police and other public agencies through their wider work in communities. Closer working with them will help reduce the annual costs to Gloucestershire of:

- Youth unemployment
- Road traffic collisions
- Anti social behaviour
- School exclusion
- Juvenile fire setting and Arson
- Reoffending
- Commercial losses caused by fire
- Economic loss caused by commercial fires
- Troubled families

#### 4.1.2 Road Safety and education

The Fire & Rescue Service carries a statutory duty to promote road safety and achieves this through partnership with Gloucestershire Police and the County Council.

## 4.2 The Voluntary Sector

What is the Voluntary & Community Sector, or VCS ?

The VCS is It comprises a also sometimes known as the Third Sector or Civil Society. range of non-statutory, not for profit organisations set up for community or These have a range of organisational structures including: public benefit. charities, companies limited by guarantee, co-operatives, social enterprises, and faith groups as well as many non-constituted and informal groups.

The VCS in Gloucestershire

There are at least 2,500 voluntary / community organisations based in Gloucestershire, many made up of numerous branches or projects. These range from large organisations employing hundreds of staff down to single issue community based groups run entirely by volunteers. The main beneficiary group are children and young people and the main activities provided are sports and leisure, education/ lifelong learning and health and social care.

These organisations are supported and represented by support and development organisations (also sometimes known as infrastructure organisations) such as GAVCA.

Volunteers & the Voluntary Sector

The VCS does rely heavily on volunteers but also includes increasingly professional organisations with many paid and professionally qualified staff employed within the Sector.

There are also thousands of people who work as volunteers within public sector organisations as well as within voluntary organisations as, for example judges, classroom support teachers or Police Community Support Officers.

The Scope of VCS Activities

There are many volunteers who provide valuable services such as running cafes in hospitals, but the VCS is much wider than this, and also includes:

- Sports Clubs
- Resident and community associations
- Social housing: including women's refuges, and specialist supported accommodation for people with specific needs
- Community transport
- Organisations promoting community cohesion

The VCS is a Vital Strategic partner

VCOs contribute knowledge and expertise to the development and delivery of services through local partnerships. It does this by providing grassroots evidence and intelligence which can be used to inform local needs analysis, and by supporting the design and delivery of local services.

### 4.3 Youth Support Team

The Youth Support Team provides a range of services targeted at vulnerable young people aged 11 - 19 (up to 25 for young people with special needs). Having fun and awakening ambition is at the heart of the service. We believe that by helping young people to feel positive about themselves, their futures and their communities we can improve their outcomes.

- Youth Support Team includes:
- Youth Offending Service
- Looked After Children
- Care Leaver's Support Services (for those aged 16+)
- Early Intervention and Prevention Service for 11 - 19 year olds
- Support for young people with learning difficulties and/or disabilities
- Positive Activities for young people with disabilities
- Support with housing and homelessness
- Help and support to tackle substance misuse problems and other health issues
- Support into education, training and employment
- Support for teenage parents

### 4.4 Gloucestershire Youth Justice Board

The Youth Justice Board for England and Wales is a non-departmental public body. The aim of the Youth Justice Board is to prevent offending by children and young people. It delivers this by:

- Preventing crime and the fear of crime
- Identifying and dealing with young offenders
- Reducing re-offending

To achieve this aim, the Youth Justice Board develops a Youth Justice System in which:

- The public has confidence
- Cases are dealt with without delay
- Victims are satisfied
- Young people are dealt with fairly regardless of race, gender, religion, sexual orientation or any disability
- Services are targeted on young people at high risk of offending
- Robust community penalties are used as alternatives to short custodial sentences  
Custody is only used as a last resort
- Families and local communities help to change offending behaviour
- All services work in partnership
- Staff feel proud, engage successfully with young people and gain professional and academic qualifications if they wish

## **4.5 Gloucestershire Probation Trust**

### **4.5.1 What is the National Offender Management Service ?**

NOMS is an Executive Agency of the Ministry of Justice. It's purpose is to protect the public and reduce reoffending by delivering punishment and orders of the courts and supporting rehabilitation by helping offenders reform their lives. NOMS have a budget of £800million to commission 35 local Probation Trusts to deliver offender service in the community.

At the time of writing, the MoJ are undertaking a major review of Prisons and Probation. HMP Gloucester will be closed by April 2013 and the review of Probation contains very radical plans which would see the work of the current Probation Trusts being split into a much smaller public sector Probation Trusts managing the high risk offenders, providing assessments for courts and retaining responsibility for "public interest" decisions such as breach and recall to prison. All other aspects of Probation work (i.e. about 70%) will be subject to completion with Payment by Results as central. Additional legislative changes will be introduced so that offenders serving less than 12 months will be subject to statutory supervision for the first time. It is also planned there will be a greater role for mentors in this work. These plans, if enacted will be fully operational by April 2015 and this within the timeframe of this Police and Crime Plans.

### **4.5.2 How will Gloucestershire Probation Trust (GPT) contribute to the Police and Crime Plan?**

GPT, the second smallest Probation Trust in England and Wales with a budget of £7m, is commissioned by NOMS to deliver a wide range community offender service in Gloucestershire. GPT currently supervise 1300 offenders in the community. 1000 of these cases are subject to a Court Order from the Magistrates and Crown Court. These Court Orders include many different evidenced based interventions that tackle the complex nature of offending such as substance misuse, homelessness, low employability and mental health issues. A further 300 cases are subject to post release parole licence. In addition to the supervision of orders of the Court, GPT also provide comprehensive assessments, called Pre Sentence Reports, for Sentencers. Over 80% of PSRs are delivered on the day.

The constant theme for all our work has been, and will continue to be, the delivery of improved outcomes for offenders, their victims and the communities of Gloucestershire. Based on Home Office data GPT is one of the most effective Trusts in England and Wales reducing the predicted rate of reconviction of the offenders we supervise. We achieve these results by working in close partnership with many local statutory and voluntary organisations. GPT work very closely with the Gloucestershire Public Protection Bureau and lead the Multi Agency Public Protection Arrangements (MAPPA) that manage those offenders at most risk of causing serious harm such as Domestic Abuse and Sex Offending. In terms of volume of crime GPT also work very closely with Police and drug treatment and accommodation agencies to manage the 300 most prolific offenders such as burglars. Amongst a number of other innovative ways of working ISIS, the one stop centre for women offenders has a national reputation for best practice in genuine partnership work in reducing crime amongst women offenders. Furthermore, GPT work closely with the victims of serious sexual and violent crime and will be central to the successful development of a integrated Victim Services that will become the responsibility of the PCC in 2014.

It is undoubtedly a time of radical change for GPT and there remains considerable uncertainty as to what the shape of Probation will look like over the coming 4 years. It seems certain that there will be a greater role for the VCS and private sector and that PBR will be rolled out for all low and medium risk offenders by 2015. How these plans impact on the delivery of local Probation services remains to be seen. However, in the meantime GPT will be a key strategic and operational partner for the PCC and will play a central role in helping the PCC reduce reoffending and crime. It is thus important to note that GPT's Business Plan for 2013/14 will also contribute to the achievement of the 5 key priorities of the PCC.

## **4.6 Crown Prosecution Service**

The Crown Prosecution Service is the Government Department responsible for prosecuting criminal cases investigated by the police in England and Wales.

As the principal prosecuting authority in England and Wales, it is responsible for:

- advising the police on cases for possible prosecution;
- reviewing cases submitted by the police;
- determining any charges in more serious or complex cases;
- preparing cases for court;
- presenting cases at court.

## **4.7 Gloucestershire County Council**

The County Council have wide ranging responsibilities and in particular those relating to this plan include Highways, Road Safety, Public Health and Safeguarding.

Safeguarding is clearly one of the most important areas of co-operation between Gloucestershire Police and the County Council, with the police being the largest referrer to social care. With Operation Yewtree and associated investigations, the issue has a very high public profile.

The County Council also has a strong track-record of partnership working with Gloucestershire Police on a range of issues.

## **4.8 District Councils**

The six district councils within Gloucestershire as responsible authorities in reducing crime and improving confidence. They are represented on key strategic county partnerships including the GSSJC and as have their own Community Safety Partnerships or equivalent.

The districts are a vital delivery mechanism for example with the priority of safe days and nights where local authority licensing teams have a key role to play.

District councils and CSP partners also deal on a daily basis with low level anti-social behaviour, neighbour disputes and nuisances and can reduce the burden on the police who are often called to deal with these issues. It is essential that we continue to work in partnership, to share information and jointly tackle crime and anti social behaviour.

### 4.8.1 Community Safety Partnerships

The Crime and Disorder Act 1998 placed a legal duty on all Local Authorities to work with the police and other partners to establish Community Safety Partnerships to tackle problems of crime and disorder in their areas. Each of the 6 District Councils in Gloucestershire has a Community Safety Partnership these will work closely with other agencies in the delivery of the Police and Crime plan.

## 4.9 Victim Support

Victim Support is the independent charity for victims and witnesses of crime in England and Wales. Victim Support was set up over 38 years ago and has grown to become the oldest and largest victims' organisation in the world. Every year, Victim Support contact over 1.5 million people after a crime to offer our help.

We depend on thousands of specially-trained volunteers to deliver our services and although we work closely with the police and other parts of the criminal justice system, we are an independent charity.

### Five basic 'rights'

Victim Support believe that all victims of crime have five basic rights:

- to receive respect, recognition and support
- to get information and an explanation about the progress of their case. Victims should also have the chance to explain the financial, physical and emotional effects of the crime and this information should be considered whenever decisions are made about their case
- to be protected in any way necessary
- to receive compensation
- to be free of the burden of decisions relating to the offender. Victim Support believe that the state is responsible for dealing with the offender. It should not be the victim's responsibility.



## 4.10 Public Health

Many of the determinants of health inequality and poor health are the same as those that lead to crime. The links between substance misuse, poor mental health, social exclusion and offending are so strong that interventions to address any one these issues are likely to benefit the others. Up to 90% of prisoners nationally, have a diagnosable mental health problem, a substance misuse problem, or both. Being held in custody can worsen mental health problems, and increase the risk of self-harm and suicide.

Offending not only affects the individuals themselves and their families, it also affects the wider community. Wider impacts include: the impact on victims of violent crime, theft and criminal damage; the spread of blood borne infections including Human Immunodeficiency Virus (HIV) and Hepatitis C; accidents caused by drunkenness; financial costs to the criminal justice system and the NHS; increased dependency of offenders on state benefits, and the costs of repairing criminal damage. Working with offenders early on can help to:

- improve their health and their ability to contribute to society;
- reduce reoffending rates;
- prevent them from committing suicide;
- benefit the wider community through improved safety;
- reduce risk of spreading blood borne viruses;
- save money within the criminal justice system, the NHS and wider society; and
- reduce harm to communities.

Estimates suggest that intervening effectively with just one in ten young offenders could save the state £94 million. It would only require one in 25 children with conduct disorder to not enter a life of crime for prevention schemes to be cost-effective.

Intervening early and working in partnership to divert offenders in to appropriate services including health services will help to make a real difference to offenders achieving the mission of the Police and Crime Plan. Partners' outcomes should be aligned to the plan (for example, the Public Health Outcomes Framework includes re-offending), build on existing work, plans and strategies (for example the Gloucestershire alcohol strategy plan which is currently being revised).

Health has a key role in identifying abuse issues both for adults and children. The intervention from Emergency Departments and GP surgeries are an important early warning system in highlighting domestic abuse particularly. This may indeed accelerate the intervention of the police and court services but in many cases can prevent serious personal injury.

### 5. Strategic Partnerships

There are a number of strategic partnerships within Gloucestershire that provide the opportunity for cohesive working and commissioning, their strategies have been considered and mutual dialogue has occurred in the development of this plan.

#### 5.1 Leadership Gloucestershire

Leadership Gloucestershire brings together public sector organisations which allocate and spend significant resources in Gloucestershire. Its role is to provide vision, leadership and strategic direction in those areas where it is vital for organisations to work together to meet the needs of the people and communities of Gloucestershire in the most cost effective way. Leadership Gloucestershire will work together to reduce current costs, minimise future costs and deliver better outcomes for the benefit of the people of Gloucestershire. They will work with others to achieve their objectives.

#### 5.2 Gloucestershire Safer, Stronger and Justice Commission (GSSJC)

Membership of the GSSJC has increased since the introduction of the Crime and Disorder Act 1998 when the first Gloucestershire Safer Communities Partnership was established, this has been enhanced in recent years by the inclusion of Stronger, Justice and other partner agencies. Current membership includes strategic lead members from the below agencies:

- Gloucestershire Police and Crime Commissioner (22.11.12)
- Gloucestershire Constabulary
- Gloucestershire Fire and Rescue Service
- Local Authorities
- Legal Services Commission
- HM Courts and Tribunal Service
- Crown Prosecution Service
- Road Safety Partnership
- Community Safety Partnerships
- Gloucestershire Probation Trust
- Gloucestershire Voluntary Assembly
- Public Health
- Youth Support Service
- National Health Service Gloucestershire
- 2Together NHS Trust

Current priorities of the GSSJC are listed below and reflect areas of concern raised following engagement with the communities of Gloucestershire and from research conducted within GSSJC member agencies. These will shortly be reviewed.

1. Reduce the harm caused to victims, perpetrators and their families resulting from domestic abuse and sexual violence
2. Reduce the harm caused to victims, their families and communities by illegal drugs and the misuse of alcohol
3. Reduce the harm caused to victims and communities as a result of anti social behaviour
4. Reduce the harm caused to victims of criminal and anti social behaviour through hatred, intolerance or prejudice, which is directed at a person because they are different, whether that be because of their race , sexuality, any form of disability or some other personal and individual characteristic of that person.

### 5.3 Health and Wellbeing Board

Since the change of Government in May 2010 the Department of Health has issued a number of plans and proposals to transform the way health services are delivered in the future. The White Paper Equity and Excellence: Liberating the NHS (July 2010), sets out its ambitious plans to modernise the NHS. 'Healthy Lives, Healthy People: Our Strategy for Public Health in England', launched in November 2010, outlines plans to transform public health. The Health and Social Care Bill (January 2011) was introduced to Parliament for the proposed changes to become legal.

It will:

- Establish an independent NHS Board to allocate resources and provide commissioning guidance;
- Increase GPs powers to commission services on behalf of their patients; and
- Establish Health and Wellbeing Boards in all first-tier councils including specifying minimum membership and duties.

Health and Wellbeing Boards are a key element of the reforms captured in the Health and Social Care Act 2012. Gloucestershire's Health and Wellbeing Board was formed in the summer of 2011, the Board will sit in Shadow form until April 2013 when it becomes a statutory Executive Committee of the County Council.

Gloucestershire HWB Vision – ***Working together to live well and stay well***

- To improve the health of all Gloucestershire residents and protect the most vulnerable.
- They will achieve this by working with our communities to co-produce health and wellbeing and resilience.

## HWB Strategy 2012/2032 – Principles

They want people to be free of ill health for as long as possible and lead active and independent lives. The strategy focuses on strengthening health and wellbeing and preventing ill health in Gloucestershire. It looks forward twenty years because it is known that it can take many years for the full benefit of health improving actions to be felt. It is underpinned by the following principles, which will help guide what we focus on:

- Supporting communities to take an active role in improving health
- Encouraging people to adopt healthy lifestyles to stop problems from developing
- Taking early action to tackle symptoms or risks
- Helping people to take more responsibility for their health
- Helping people to recover quickly from illness and return home to their normal lives
- Supporting individuals or communities where life expectancy is lower than the county average or where quality of life is poor.

### 5.4 Local Enterprise Partnership

The Local Enterprise Partnership covers an area with a workforce of 291,500, representing 1.2% of the national total. The area supports 24,055 businesses

#### Vision & Aims

The Gloucestershire Local Enterprise Partnership's key aim is to support growth and the creation of private sector jobs in the area. Their programme is based on four core priorities:

- investment – growing and developing businesses through the implementation of locally-based business support networks across the county – improving business and encouraging innovation
- connection – working with partners to develop the right planning environment and infrastructure – encouraging investment and sustainable growth
- skills – connecting education and skills with the needs of business and the local economy – ensuring the ready supply of talent, and attracting and retaining young people
- promotion – of Gloucestershire as a great place to invest, work, live, and visit – attracting inward investment and tourists

All of these priorities underpin the development of the key growth sectors in Gloucestershire, such as tourism and leisure, advanced engineering, and environmental technology, resulting in a growing Gloucestershire and ensuring jobs for the future.

Gloucestershire Local Enterprise Partnership has created a 10 year vision to ensure the county reaches its economic potential. The Vision outlines the key economic projects and actions needed to support the economic growth of the LEP area until 2022. Working with key stakeholders points for delivery include:

- Attract and retain the next generation of talent and build on the expertise of current business professionals
- A culture of enterprise in school, college and university leavers
- Integrated and improved transport infrastructure
- 1,000 new businesses to take on an apprentice
- Investment confirmed for major transport infrastructure needs

## **5.5 Gloucestershire Road Safety Partnership**

### **5.5.1 People should be able move around our communities in safety and with as much ease and convenience as possible.**

The Gloucestershire Road Safety Partnership (RSP) provides a multi-agency approach to ensuring our road users are able to move around our communities, safely by reducing collisions and casualties on our networks.

Collaborative strategy delivery across the Police, Fire & Rescue, GCC, Gloucestershire Highways and the NHS aims to reduce the number of killed and seriously injured on the county's roads by 40% to 2012, in line with the national road safety strategy targets.

Core multi-agency strategies drive delivery across enforcement, education & training and engineering. Our enforcement activity, led by the Police ensures that legal and safety requirements are maintained and monitored and that communities are protected from irresponsible and offending road user behaviour.

The education & engagement strategy across the Partnership, ensures that our roads users are equipped with the appropriate attitudes, knowledge and requisite skills to understand how journeys can be made safely whether driving, cycling, riding or walking.

Our data led engineering activity ensures that the design of the road network is as safe as possible, for all types of road user. Engineering schemes, delivered through the Partnership aims to identify and address causations of road collisions and injuries and make appropriate physical changes to the network as identified. We continue to work closely with Police and Gloucestershire Highways on this.

All three work streams rely on the strength of the multi agency approach. Continued support and engagement from the Police will ensure excellent delivery and improvements in Road Safety across the county, and will allow greater flexibility to work with communities to support and develop self-help initiatives and campaigns, and new ways of working.

### **5.5.2 Law enforcement and reduction of offending and anti social driving**

Enforcement is aimed at road rule violations that have been proven to increase the likelihood or severity of crashes. Safety benefits can be further increased through intelligence led policing, and this involves the use of RSP data to focus enforcement on the times, places and behaviours that present the greatest risk.

The developing Tactical Policing Plan to reduce KSI's will link to the delivery plan of the RSP to ensure that the resources are coordinated and the outcomes measured. For example the success of the Christmas Drink Drive Campaign could only have been achieved by close partnership working and coordination.

Local policing teams, PCSO's, and special constables also work with the RSP on a range of local safety concerns, such as school gate parking, seatbelts and antisocial use of cars.

### **5.5.3 Training & the reduction of offending and anti-social road use**

The RSP organises and delivers a wide range of training services, from the training of child cyclists to national standards, to the practical support and advice provided for older drivers to help keep them safe and independent as part of the unique and award winning scheme called SAGE [Safer driving with Age].

Working with the voluntary sector Advanced Riding and Driving are supported and promoted, including work on a regional and national level. Such as the use of the RSP THINK! Bike, and the links to police Bikesafe, IAM and RoSPA.

The RSP road user training programmes aim to ensure delivery on a cost neutral basis, and links with the business sector by engaging with self-employed trainers right across the county.

A significant link with enforcement is the delivery of the National Driver Offender Retraining Schemes [NDORS] for a range of offences as an option to punishment. These courses are funded entirely from the fees received from the clients.

Offenders are offered courses for speeding, minor offences without a victim, driving without due care and attention and for some more serious violations such as going through a red light or using a hand-held mobile phone while driving. The RSP will work to expand this suite of courses during 2013, and this expansion will be helped by the introduction of the national Fixed Penalty Notice processing system and the new TOR ticket approach.

Gloucestershire was a pilot area for two of the most recent NDORS courses, and the evaluation of these, and all other courses, proves the effectiveness of them and the clear benefits of delivering these courses to all of the agencies involved, including the courts, and the communities that we serve. With the support of the Police & Crime Commissioner, we will continue to expand this provision to continue to reduce offending behaviour and anti social road use.

## **5.6 Safeguarding Boards**

The Gloucestershire Safeguarding Children Board (GSCB) was established in 2006 in response to the Every Child Matters reforms and the Children Act 2004; which requires each Local Authority to establish a Local Safeguarding Children Board (LSCB). The board is made up of professionals from partner agencies responsible for safeguarding and promoting the welfare of children and young people including protection from harm

The Gloucestershire Safeguarding Adults Board is a multi agency group who enable those working with adults in the statutory, voluntary and community sector to be able to recognise instances of abuse and to address them effectively as part of their core business.

## **5.7 Criminal Justice Efficiency Board**

A Criminal Justice efficiency board meets on a regular basis comprising members of CJ agencies.



## 6. Community Initiatives

There are a number of recently implemented initiatives that if used effectively could contribute to the creation of strong, safe and just communities, these include:

### 6.1 Asset Based Community Development (ABCD)

Asset-Based Community Development is a new approach to the development of stronger and safer communities. It is at the centre of a large and growing movement that considers local assets as the primary building blocks of sustainable community development. Building on the skills of local residents, the power of local associations, and the supportive functions of local institutions, asset-based community development draws upon existing community strengths to build stronger, more sustainable communities for the future

### 6.2 Families First

The £448 million **Troubled Families Programme** was launched by the Government in December 2011, promising to turn around the lives of 120,000 families across England by 2015.

A troubled family is one that has serious problems, including parents not working and children not in school, and causes serious problems, such as youth crime and anti-social behaviour. A lot of time and money is spent by local service providers routinely responding to these problems

The formal criteria for being regarded as a Troubled Family are that a family has five or more of the following seven traits:

- Having a low income
- No one in the family who is working
- Poor housing
- Parents who have no qualifications
- The mother has a mental health problem
- One parent has a longstanding illness or disability
- The family is unable to afford basics, including food and clothes

Councils are also allowed to assess families on locally-set criteria and in Gloucestershire the criterion of involvement in crime or anti-social behaviour has been added.

Within Gloucestershire there are c.900 families that meet the criteria relevant to this programme i.e non-attendance at school, involvement in crime or anti-social behaviour, and unemployment. These families will now be engaged with the programme and are a key consideration in addressing community issues.

This 3 year programme known locally as **Families First** is being managed by the Gloucestershire County Council and is targeting the 900 identified families in Gloucestershire that meet the above criteria on a locality basis i.e via the 6 District Council areas.

### 6.3 Fairshares (Community Timebanks)

Fair Shares was established in Gloucestershire in January 1998 to create the UK's first time bank and to explore ways of using time to rebuild communities.

Fairshares run time banks based in Gloucester, Cheltenham, Cirencester, Moreton-in-Marsh, Newent, Stroud and Tewkesbury. They also work with prisons, run a county wide time bank supporting families and disabled children and set up an organisational time bank so that community groups in the area can share resources and expertise.

All of their time banks connect people, help them share time and strengthen communities. Last year (2011) the time banks had around 1500 people in a mutual network of support, which created 100,000 hours of community support.

Time banks are community based projects which meet everyday needs through the exchange of time, skills and opportunities. For every hour you spend helping someone, you are entitled to an hour's help in return. The time bank creates a mutually supportive network of neighbours helping neighbours and helps turn strangers into friends. The help provided is in many forms – practical tasks such as gardening, befriending, running errands, providing transport or helping someone learn a new skill.

Time banking is making an enormous difference to people and communities across the UK. People are able to access help or services that they may not otherwise be able to afford. It helps build social networks, reduces isolation and loneliness. Everyone benefits from being part of something bigger than themselves.

Time banking helps build a sense of community, where people know neighbours and can rely on each other for help and support. It brings together people of different ages, cultures, backgrounds and abilities, who then interact with each other on an equal footing and with mutual respect and understanding. The time bank can help get things done in a community, providing a focus for the community's time energy



## 7. Performance

### 7.1 Performance monitoring framework and review

This section of the plan includes the means by which the Chief Constable will report to the PCC on her provision of policing and the means by which the Chief Constable's performance in providing policing will be measured.

As the plan will be kept under review changes may be made to the plan at any time. The plan will also be reviewed on an annual basis to ensure that any recommendations on the Annual report can be considered.

This section will also demonstrate a robust and transparent process for holding the Chief Constable to account, whilst also having regard to the protocol determining their approach to ensuring accountability. The means of measuring and reporting performance will be as follows:

#### 7.1.1 Performance updates

- **From the Chief Constable** – monthly performance report
- **To the Public** – Continually via Police.UK

#### 7.1.2 Style of reporting

- **From the Chief constable** – Formal written report
- **To the Public** – Regular reports - Media articles, promotional events, Web site

#### 7.1.3 Audience for performance updates

- Commissioner, stakeholders, public

The PCC has a level of freedom and flexibility with regard to performance governance and oversight, and the means by which the Chief Constable's performance in providing policing will be measured will be agreed locally between the PCC and Chief Constable. The PCC will ensure that:

- Performance expectations clearly relate to the objectives set in the police and crime plan;
- Performance expectations are relative to the resources available;
- Performance trends and positions relative to similar force areas are taken into account;
- Milestones are set where appropriate to drive and monitor progress;
- District and departmental performance expectations are considered where appropriate;
- Priority / stretching indicators are clearly communicated and their consequences understood.

Use of independent performance assurances will be made including external and internal audits and inspections and centrally available performance data including HMIC Value for Money Profiles, the Crime and Policing Comparator and the police.uk 'Crimemapper' tool. This will be achieved by :

- Monitoring and reviewing performance
- Operational and financial risks
- Compliance with policies

When setting indicators, the PCC will ensure that they are:

- Outcome focused by considering what the consequences of achieving targets will be; and
- Clear, unambiguous and adhering to SMART principles, in that they are:

**Specific** – stating precisely what is to be achieved;

**Measurable** – in order to determine whether and to what extent it has been achieved;

**Achievable** – given the circumstances and resources available for delivery;

**Relevant** – to the overall aims and goals of the commissioner; and

**Time bound** – whilst ensuring that any deadlines set are realistic.

This plan requires the PCC to publish information that enables those living in Gloucestershire to assess the performance of both the Commissioner and Chief Constable in exercising their functions. This information will be provided at regular intervals throughout the year, and that end of year performance is included in the annual report to the police and crime panel. Methods for communicating performance may include pro-active media releases or routine publication of performance via reports, leaflets web-updates or open public sessions. This is further detailed in the Communications Strategy.

## 7.2 Resources

### 7.2.1 Linkage between the Police and Crime priorities, objectives and resources allocated

Commissioning will link the priorities and objectives to the resources required for successful delivery of this plan. The Commissioning approach will also provide detail of the measurement of expenditure against each objective and also includes a Grant scheme.

Commissioning can be applied to the provision of services or the awarding of grants the CP caters for this.

## 8. Overview of:

### 8.1 Budget

	2012/13 £k	2013/14 £k	
Constabulary			
Staff Costs			
Police Officers	64,825	63,477	-2.1%
PCSOs	4,639	3,981	-14.2%
Police Staff	21,067	19,778	-6.1%
Total Staff Costs	90,532	87,236	-3.6%
Training	837	849	1.4%
Other Employee Expenses	428	437	2.1%
	<b>91,797</b>	<b>88,522</b>	<b>-3.6%</b>
Premises	6,425	6,544	1.9%
Transport	2,249	2,367	5.2%
Supplies and Services	11,376	10,108	-11.1%
Third Party Payments	1,153	1,187	2.9%
Capital Financing	2,077	2,158	3.9%
<b>Gross Revenue Expenditure</b>	<b>115,077</b>	<b>110,886</b>	<b>-3.6%</b>
Additional Police Officers (GCC)	-2,147	0	-100.0%
Other Income	-1,702	-1,520	-10.7%
Interest Received	-200	-200	0.0%
	111,028	109,166	-1.7%
Less: Specific Grants	-10,100	-9,956	-1.4%
<b>Constabulary Budget Requirement</b>	<b>100,928</b>	<b>99,210</b>	<b>-1.7%</b>
<b>Office of Police and Crime Commissioner</b>			
Employees	231	488	
Premises	1	2	
Transport	6	16	
Supplies & Services	19	66	
Audit Fees	37	103	
Police Authority Costs to 22/11/2012	471	0	
<b>OPCC Budget Requirement</b>	<b>765</b>	<b>675</b>	<b>-11.8%</b>
<b>Commissioning Fund</b>			
Commissioning Fund Expenditure	0	2,805	
Community Safety Fund Grant	0	-484	
<b>Net Fund Expenditure</b>	<b>0</b>	<b>2,321</b>	
<b>Total Budget Requirement before Reserves</b>	<b>101,693</b>	<b>102,206</b>	<b>0.5%</b>
<b>Contributions (from) to Reserves</b>	<b>1,974</b>	<b>480</b>	
<b>Total Budget Requirement</b>	<b>103,667</b>	<b>102,686</b>	<b>-0.9%</b>

## 8.2 Specific Crime Reduction grants

The Home Office Community Safety grant will be allocated to the PCC from 1 April 2013, this grant is £0.48 million and will be allocated through Commissioning.

## 8.3 Partnerships – Stakeholder Map

