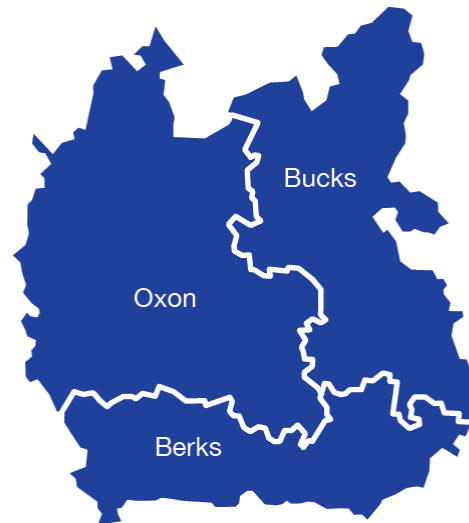


# Agenda

**Date:** Friday 27 March 2015

**Time:** 11.00 am

**Venue:** Council Chamber, Wokingham Borough  
Council, Shute End Wokingham  
Berkshire RG40 1BN



## **Map and Directions**

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Room for Briefing - Lower Ground Floor 4 at 10am

The Council Offices are just up the road from the station

<http://goo.gl/maps/88nmH>

Nearest Car Park

The Paddocks Car Park, off Elms Road, RG40 2AA

<http://goo.gl/maps/Z9lqv>

<https://www.wokingham.gov.uk/contact-us/>

This meeting will not be webcast.

- 1. Apologies for Absence**
- 2. Declarations of Interest**  
To disclose any Personal or Disclosable Pecuniary Interests
- 3. Minutes**  
To agree the minutes of the meeting held on 30 January 2015

**5 - 10**



- 11.05am **4. Public Question Time**  
Anyone who works or lives in the Thames Valley can ask a question at meetings of the Police and Crime Panel, at which a 20 minute session will be designated for hearing from the public.  
  
If you'd like to participate, please read the Buckinghamshire Public Question Time Scheme and submit your question by email to [contact@thamesvalleypcp.org.uk](mailto:contact@thamesvalleypcp.org.uk) at least three working days in advance of the meeting.
- 11.25am **5. Themed item - Child Sexual Exploitation** **11 - 20**  
Michelle Kukielka, Assistant Director Children's Service, Barnardo's South East Region will be attending for this item.  
  
Tackling Child Sexual Exploitation:  
[https://www.gov.uk/government/uploads/system/uploads/attachment\\_data/file/408604/2903652\\_RotherhamResponse\\_acc2.pdf](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/408604/2903652_RotherhamResponse_acc2.pdf)  
  
"If it's not better, it's not the end": Inquiry into Child Sexual Exploitation in Gangs and Groups: One year on:  
[http://www.childrenscommissioner.gov.uk/force\\_download.php?fp=%2Fclient\\_assets%2Fcp%2Fpublication%2F920%2Fif\\_its\\_not\\_better\\_its\\_not\\_the\\_end\\_web\\_copy.pdf](http://www.childrenscommissioner.gov.uk/force_download.php?fp=%2Fclient_assets%2Fcp%2Fpublication%2F920%2Fif_its_not_better_its_not_the_end_web_copy.pdf)  
  
Communities and Local Government Committee: Child sexual exploitation in Rotherham: Ofsted and further government issues:  
<http://www.publications.parliament.uk/pa/cm201415/cmselect/cmcomloc/1114/1114.pdf>  
  
Serious Case Review into Child Sexual Exploitation in Oxfordshire: from the experiences of Children A, B, C, D, E, and F: <http://www.oscb.org.uk/wp-content/uploads/SCR-into-CSE-in-Oxfordshire-FINAL-FOR-WEBSITE.pdf>
- 12.30pm **6. Rapporteur Report on Domestic Violence** **21 - 32**  
Report from Iain McCracken
- 12.40pm **7. Police and Crime Plan Review and Refresh Process** **33 - 38**  
Report of the Police and Crime Commissioner
- 12.50pm **8. Report of the Complaints Sub-Committee** **39 - 42**  
Report of the Sub-Committee Chairman Kieron Mallon
- 12.55pm **9. Report of the Partnership Task and Finish Group** **To Follow**  
Report of the Partnership Task and Finish Group Chairman, Mr Iain McCracken
- 13.05pm **10. To ratify the proposed Independent Co-opted Members**  
Verbal report from the Chairman
- 13.10pm **11. Work Programme** **43 - 44**  
To note and comment on the Work Programme and to consider whether to set up a Child Sexual Exploitation Sub-Committee



Thames Valley

**Police & Crime Panel**

(01296) 387728

[contact@thamesvalleypcp.org.uk](mailto:contact@thamesvalleypcp.org.uk)

[www.thamesvalleypcp.org.uk](http://www.thamesvalleypcp.org.uk)

@ThamesValleyPCP

**12. Date and Time of Next Meeting**

17 July 2015 – 11am at Aylesbury Vale District Council  
Annual General Meeting and Conference

## **Committee Members**

Bill Bendyshe-Brown (Wycombe District Council), Councillor Mark Booty (West Oxfordshire District Council), Noel Brown (Chiltern District Council), Councillor Margaret Burke (Milton Keynes Council), Councillor Anita Cranmer (South Buckinghamshire District Council), Trevor Egleton (Buckinghamshire County Council), Councillor Jesse Grey (Royal Borough of Windsor and Maidenhead), Councillor Kieron Mallon (Oxfordshire County Council), Councillor Iain McCracken (Bracknell Forest Council), Councillor Tony Page (Reading Borough Council), Councillor Barrie Patman (Wokingham Borough Council), Pam Pearce (Aylesbury Vale District Council), Councillor George Reynolds (Cherwell District Council), Councillor Mohammed Sharif (Slough Borough Council), Councillor Dee Sinclair (Oxford City Council), Vacancy and Councillor Quentin Webb (West Berkshire Council)

## Minutes

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**Minutes of the Thames Valley Police and Crime Panel held on Friday 30 January 2015, in Council Chamber, Aylesbury Town Council, 5 Church Street, Aylesbury HP20 2QP, commencing at 11.00 am and concluding at 12.47 pm.**

### Members Present

Bill Bendyshe-Brown (Wycombe District Council), Noel Brown (Chiltern District Council), Councillor Margaret Burke (Milton Keynes Council), Trevor Egleton (Buckinghamshire County Council), Councillor Kieron Mallon (Oxfordshire County Council), Councillor Tony Page (Reading Borough Council), Councillor Barrie Patman (Wokingham Borough Council), Pam Pearce (Aylesbury Vale District Council), Councillor George Reynolds (Cherwell District Council), Councillor Dee Sinclair (Oxford City Council) and Councillor Quentin Webb (West Berkshire Council)

### Officers Present

Reece Bowman, Helen Fincher and Clare Gray

### Others Present

David Carroll (Deputy Police and Crime Commissioner), Paul Hammond (Chief Executive Officer of the Police and Crime Commissioner), Anthony Stansfeld (Thames Valley Police and Crime Commissioner), Ian Thompson (CFO and Deputy Chief Executive) and Sara Thornton (Chief Constable Thames Valley Police)

### Apologies

Councillor Mark Booty (West Oxfordshire District Council), Councillor Anita Cranmer (South Buckinghamshire District Council), Councillor Jesse Grey (Royal Borough of Windsor and Maidenhead), Councillor Bill Jones (Vale of White Horse District Council), Councillor Iain McCracken (Bracknell Forest Council), Councillor Mohammed Sharif (Slough Borough Council) and Councillor Michael Welply (South Oxfordshire District Council)

### 1. Declarations of Interest

There were no declarations of interest.

### 2. Minutes

The Minutes of the Meeting held on 21 November 2014, including the tabled amendments below, were agreed as a correct record subject to the following changes:-

- a) p. 6, para. 5: change to read 'every effort will be made to mitigate cuts to the frontline'

- b) p. 6, second bullet point from bottom of page: inaccurate to say the PCC has visited every police station in Thames Valley – should instead state that he has visited all of them in Reading plus the major ones in Thames Valley
- c) p. 7, fifth bullet point: should refer to 41.4 posts being civilianized
- d) p. 7, ninth bullet point: precept to be raised by 1.9%, not 2%; also remove reference to 1.5% and Surrey
- e) p.9, second bullet point from bottom of page: remove reference to Hampshire being in bottom quartile

Item on rural crime

A Member asked for further information on the data on hidden crime which impacted on priorities. The PCC agreed to submit a written answer.

### 3. Public Question Time

A public question was put as follows:-

**“The Commissioner was asked, on BBC Oxford Radio, November 14<sup>th</sup>: “On the redevelopment of the police station site in Woodstock, why are the Police negotiating with a particular developer rather than putting the contract out to tender? Most residents in Woodstock don’t want the site developed for housing. Will the Police consider the public view?”**

**The Commissioner responded: “Well I’m sure we will consider, and probably have considered it already. I haven’t got the details in front of me, of the Woodstock Police station, but I’m sure we won’t just have gone out to one developer. There may be one developer dealing with it now, but we’ll have gone out far wider than that to start with.”**

**Presenter Phil Gayle clarified: “OK, so you don’t have the details of that particular instance. I’m interested in your views on how this should work. So it is your belief that the Police - the Thames Valley Police - should be consulting the public about what should happen to the station and should be speaking to more than one developer.”**

**The Commissioner replied: “Yes I think we do, and we do consult.”**

**Please would the Panel clarify the ways and means by which Thames Valley Police have considered the public view, have consulted with the public in Woodstock, and have publicised or otherwise facilitated opportunity for more than one developers to express interest and participate in explorative discussions related to prospective disposal, alternative uses and/or redevelopment of the Woodstock Police station site (particularly in relation to the element of ‘consideration of the public view’, please would the Commission’s answer include specific reference to whether or not Thames Valley Police has considered (a) clarification of the fact “the so-called [Woodstock] ‘Town Partnership’ is a private organisation which does not speak for or with the approval of the Town Council on planning or any other matters”[1]; (b) the results of Woodstock’s Town Poll held 6<sup>th</sup> November, 2014[2]; (c) the ultra-controversial ‘Woodstock East’ proposal - to double the size of the Town (with inevitable impact on policing requirements) – a proposal of which the landowner was also publicly confirmed as “acting as the lead developer”[3] in aspirations to redevelop the Police Station site with confirmed linkage to the controversial ‘Woodstock East’ proposal; and (d) the increasingly congested Hensington – Shipton Roads corridor which has seen three recent approvals of proposals to redevelop single dwelling into dense flat blocks every 0.3 miles, whereas the Police Station site would comprise a similar fourth if enabled to facilitate development of flats there.**

The Chairmen then asked Members for their views on the question. The Vice-Chairman reported that it was not within the remit of the Panel to discuss a planning matter. Thames Valley Police had undertaken a Property Review on land and buildings assets with the aim of obtaining the best value for money but it was not within the Panel’s remit to discuss any associated controversial planning application. The Chairman supported this argument and reported that these were challenging times and an open and transparent process had been

followed. As the owner of the assets, the PCC had to dispose of his assets in the most cost effective way and the Force had undertaken a public consultation.

The PCC reported that whether the police station was retained or not was an operational issue and he had a legal obligation to ensure efficient and effective use of his resources, particularly when disposing of property. If he sold the police station at no value he would not have sufficient resources in the future to meet the needs of his budget and protecting the front line. The planning application was a decision for the local Council. The PCC would have to consider the bids submitted for the property and chose the best option.

The following supplementary question was asked:-

**Based on the myriad of transpirations (including those above) which occurred or were clarified since then-Superintendent Payne discussed Police Station site development at Woodstock Town Council on 10th December 2013, coupled with the fact senior officers (ie, Supt. Payne and Chief Constable Sara Thornton) have left, or confirmed departure from posts held in 2013, does the Panel agree it might be appropriate in the public interest to reopen considerations about the Woodstock police station site to facilitate clearer, more transparent consultation and consideration of the public view and for avoidance of doubt?**

The Chief Constable reported that there were plans for redevelopment and that they were looking to house a smaller police station on the same site. A Member asked for further information on the development proposals and consultation undertaken for this area. The PCC would submit a written response to this question to the Panel but would not be able to include any information on negotiations.

#### **4. Draft Budget Task and Finish Group Report**

As in previous years, the Thames Valley Police & Crime Panel formed a Budget Task & Finish Group to assist in discharging its statutory duty to scrutinise the Police & Crime Commissioner (PCC) for Thames Valley's proposed council tax precept for 2015/16.

Barrie Patman, a Member of the Budget Task and Finish Group presented the report. He thanked Ian Thompson for attending the Group and updating Members on the PCC's draft budget proposals and also Members of the Group for their work. A recommendation had been put forward which was debated during the next item as follows:-

That the Panel endorse the PCC for Thames Valley's proposed precept for 2015/16, subject to satisfactory responses to the questions raised at the Panel Meeting on 30 January.

#### **5. Scrutiny of the Proposed Precept - Questioning of the Police and Crime Commissioner**

The following questions were raised in relation to the proposed precept of the PCC:-

A Member welcomed the approach to the proposed precept, the work undertaken in Reading and Slough on burglary and the developments with regard to the Berkshire MASH. He asked a question in relation to growth in 15/16 relating to police attendance at Child Protection Conferences and asked whether these vacancies impacted on the base budget. The Chief Constable reported that a temporary growth had been agreed for a year to support this initiative to allow the Force CID time to review their structure to find additional vacancies and there should be some expected savings which are absorbed into the base budget.

Reference was made to the impact on front line staff with the closure of cells in Oxford City which meant police resources had to be used to transport people to the cells in Abingdon. The PCC reported that he was aware of this and had recently been viewing the night time economy in Oxford, where some residents were so drunk they were unable to go home and had to be taken to cells. However, building new cells was incredibly expensive and therefore police officers had to go to Abingdon instead. A Member made reference to a police cell vehicle which held prisoners separately which she thought was an effective alternative.

A Member asked if the figures for the Community Safety Fund allocation remained unchanged since the November letter which had been distributed to Council Leaders and the PCC confirmed this.

Members then unanimously agreed to endorse the recommendation put forward by the Budget Task and Finish Group. The Policy Officer would write a formal letter to the PCC with this resolution.

## **RESOLVED**

**That the Thames Valley Police & Crime Panel endorse the Police & Crime Commissioner for Thames Valley's proposed precept increase for 2015/16 of 1.99%.**

### **6. Report of the Complaints Sub-Committee**

The Vice Chairman of the Panel had chaired the Complaints Sub-Committee and provided a report to Members. One complaint had been considered and in addition there had been a discussion about the PCC's oversight of operational complaints that are escalated to and/or against the Chief Constable. They would meet with the PCC to discuss this issue and report back to the next Panel Meeting.

This had arisen following correspondence with a resident.

The PCC reported that the cost of complaints was staggering which often start out as civil complaints and escalate through the hierarchy through to him, which sometimes make it difficult to find out the origins of the complaint in the first place. The Home Office had issued a paper which was out for consultation on the complaints process.

<https://www.gov.uk/government/consultations/improving-police-integrity-reforming-the-police-complaints-and-disciplinary-systems>

It would be difficult for the PCC to undertake an investigation into complaints against the Force without the use of an existing Police Officers and staff currently working within the Force's Professional Standards Department, under the direction and control of the Chief Constable. Paul Hammond reported that the response to the consultation would be shared with the Panel Members.

The Chief Executive reported that he was concerned that the number of complaints made against the PCC would rise which would then impact on the Panel and its resourcing. Panel Members agreed that the resource implications should be made clear to the Home Office.

A Member commented that through the current system the Panel could be looking at old complaints and it was important to draw a conclusion to these issues. With the current system it appeared that there were no effective means of closure. It was not the role of the PCC to deal with serial complainants. The IPCC should have the final say on complaints that were escalated. However, it was crucial to properly address all valid complaints and undertake their scrutiny role.

A Member suggested it would be useful to send some case examples to the Home Office to clarify how the current process was operating.

### **7. General Issues**

In the General Issues report reference was made to the PEEL programme which involved HMIC drawing together evidence from its annual all-force inspections. This is then used to assess the effectiveness, efficiency and legitimacy of the police. The assessments were introduced so that the public will be able to judge the performance of their local force and that of policing as a whole. The first assessments were published on 27<sup>th</sup> November 2014.

Thames Valley Police received the following overview:

- 'in terms of its effectiveness, in general, the force is good at reducing crime and preventing offending, is good at investigating crime and good at tackling anti-social behaviour;
- the efficiency with which the force carries out its responsibilities is good; and
- the force is acting to achieve fairness and legitimacy in most of the practices that were examined this year.'



The PCC reported that he had inherited a good office and Command Team which had demonstrated good performance since his time in office. Their standing in league tables had increased and their performance was exceptional. However, they would lose some key officers in the next few months. Good leadership was essential to maintain high levels of standards, particularly in the future with the possibility of reducing front line staff.

There had been improvements in ICT to take account of the reduced numbers of police. The PCC urged the Government to review their spending plans in the next few years and to invest in the national police service to ensure the continued maintenance of a civilised society. Thames Valley Police was currently in a good position financially and had made significant savings, however they were now reaching a point where budget reductions would impact on front line policing. Back office services were hard to define and any reductions would have a direct impact on front line services, such as automatic number plate recognition systems. There would be a move toward further collaboration with other police forces as was already happening with terrorism and a reduction in local policing. The PCC still wanted to prioritise domestic abuse, child sexual exploitation, people trafficking and slavery.

The Chief Constable reported that there were three areas to this report:-

- effective – crime was reducing all the time and three quarters into the financial year the Force was performing well. Burglary had significantly reduced and they were working hard on reducing violence and domestic abuse and their performance was good compared to other Forces.
- Efficiency had been given a good rating and they would work with the Panel to look at savings for 2016.
- Legitimacy – there had been an HMIC report on integrity and Thames Valley Police had met the standards required. Their figures had fallen in one respect which related to the joint work they were undertaking with Hampshire on ICT where the Thames Valley figures had not been included.

A Member referred to Cyber Crime and reported that he had attended a Working Group of the London Assembly which had included a session on banking security. He commented that the area of cyber crime should be considered by the Panel and the impact it had on the Thames Valley. The PCC reported that national figures relating to cyber crime varied from £25 billion to £65 billion and that the Thames Valley was the third biggest economic zone compared to London and Manchester, so huge sums of money could be lost in this area. However, cyber crime was not a local issue and was being addressed through the National Crime Agency which had the required experts. The Chief Constable referred to Regional Organised Crime which was being addressed by the ACC John Campbell and that they were looking at training needs across the Thames Valley to be alert to cyber crime and issues such as harassment and online paedophilia. It was important to outsource high tech crime work.

A Member then discussed civil parking enforcement and particularly related it to his area in Wokingham. The PCC commented that parking enforcement should be a local issue and not involve the police who needed to use their resources more effectively. The Member reported that there was a misunderstanding from the public and other Members about the way enforcement was carried out where there was no civil parking enforcement area. The PCC agreed to write and clarify that it was not their role to undertake parking enforcement to help Wokingham Borough Council take the right decision on how to deal with parking in their area. PCSO's had the power to issue tickets and take action when parking was anti-social or dangerous.

In terms of the Berkshire MASH there would be two sites, one in the east and one in the west. Oxfordshire, Buckinghamshire and Milton Keynes MASH were working well.

The PCC referred to the NFU Mutual Rural Crime Survey where Thames Valley has seen a drop in rural crime compared to national figures. Rural crime fell last year by 19 per cent across Buckinghamshire, Oxfordshire and Berkshire, according to NFU Mutual's Rural Crime Survey.

Thames Valley Police is one of the few forces across the country to have seen a decrease, while national figures show a 5.2 per cent increase. Nationally, high-value tractors stolen for export, a substantial rise in sheep rustling and opportunist thefts of garden tools and ornaments helped push up the cost of rural crime to near record levels. In Buckinghamshire, rural crime claims cost £590,000 in 2013, compared with £820,000 in 2012. In Oxfordshire, the figure was down to £680,000, from £1 million the previous year.

Reference was made to child protection and the need to invest in this area. There had been 15 cases of female genital mutilation (FGM) and all but two cases had been dropped. Milton Keynes had recently passed a motion to increase awareness of fgm. There were current cases being considered by the Crown Prosecution Service against doctors who had carried out offences contrary to the Female Genital Mutilation Act. The PCC reported that he had written a letter to all GP surgeries about FGM and the lack of reporting and referred to the concerns around patient confidentiality. FGM was widespread and also a major medical issue.

The Chairman commented that very little funding went to local police forces to address terrorism. The Chief Constable reported that around £9-10 million went to Police Forces so they benefitted a little; the rest was allocated nationally. A bid had been submitted to Association of Chief Police Officers for posts for the Thames Valley relating to digital forensics and intelligence and preventative posts. However the role of neighbourhood policing, particularly around firearms, was key including picking up local information early and acting on it.

The report was noted.

## **8. Work Programme**

The Work Programme was noted.

The Chief Executive of the OPCC reported that the Chief Constable would be leaving at the end of March 2015 to take a post at the National Police Council from 1 April 2015. A paper had been prepared to provide information to the Panel of the timetable for the appointment of the new Chief Constable. The Panel would have to arrange a confirmation hearing within three weeks of being notified of the successful applicant. The Panel would need to satisfy themselves that the process had been robust and that the successful applicant had met the set criteria. The Panel had a power of veto over the new appointment.

The advert would be out next week (6 February) and the deadline for applications was to the end of February. The Panel would need seven clear days to receive the information so the timetable was tight. A suggestion was made therefore that the Panel should move its meeting to 27 March 2015. The timetable would be as follows:-

Adverts placed	Fri 6 <sup>th</sup> / Mon 9 <sup>th</sup> Feb
Deadline for applications	Mon 2 <sup>nd</sup> March
Appointment Panel - Short-listing date	Friday 6 <sup>th</sup> March
Appointment Panel - Interview date	Wed 11 <sup>th</sup> March
Confirmation Hearing date	Fri 27 <sup>th</sup> March

There had been confirmation hearings for the Chief Constable in Kent and Sussex.

Members also noted that there was an advert for the recruitment of two independent Members who would need to be appointed shortly.

The Panel thanked the Chief Constable for her enormous contribution to the work of the Force and for her work with the Panel. She had been excellent as Chief Constable improving performance year on year and Members wished her every success for the future.

## **9. Date and Time of Next Meeting**

Revised date – 27 March 2015 Wokingham Borough Council.

**CHAIRMAN**



OFFICE OF THE POLICE & CRIME  
COMMISSIONER FOR THAMES VALLEY

AGENDA ITEM

**POLICE AND CRIME PANEL MEETING 27 MARCH 2015**

**Title: OXFORDSHIRE CHILDREN'S SAFEGUARDING BOARD SERIOUS  
CASE REVIEW: FINDINGS AND RESPONSE**

**Executive Summary:**

On 3 March 2015 a Serious Case Review Report was published into the circumstances surrounding a series of serious sexual assaults involving young children based in Oxford. The full report is available at the following link.

<http://www.oscb.org.uk/2015/03/serious-case-review-published/>

Both the former Police Authority and the PCC have received briefings regarding the Police Operation, Bullfinch, which led to the conviction of a number of men for offences against vulnerable children and the steps the Force has been taking to ensure that children are protected from Child Sexual Exploitation.

The SCR report contains a number of recommendations regarding the treatment of vulnerable children by the various agencies and, specifically, the way the Police investigate allegations of serious offences and the attached report sets out the Force response to the report.

**Recommendation:**

The Panel is invited to note the attached report as appropriate

## **PART 1 – NON-CONFIDENTIAL**

### **1 Introduction and background**

- 1.1 On 3 March 2015 The Oxfordshire Safeguarding Children Board (OSCB) published the independent serious case review (SCR) it commissioned in 2012 into the services provided to the victims of the seven men, convicted in 2013, of 59 offences of child sexual exploitation.
- 1.2 The Review examined the contact between a number of vulnerable children and the statutory agencies in Oxfordshire, including the Police, in the period 2005-10 and the extent to which these organisations failed to safeguard those children.

### **2 Issues for consideration**

- 2.1 The SCR Report contains a number of recommendations and comments about the failures of the various agencies. The attached report sets out the various steps the Force has already pursued and will continue to pursue to address the shortcomings identified through the Review.
- 2.2 The PCC is required to hold the Chief Constable to account for the exercise of duties in relation to the safeguarding of children and the promotion of child welfare that are imposed on the Chief Constable by Sections 10 and 11 of the Children Act 2004.

### **3 Financial comments**

- 3.1 The Police and Crime Plan 2013-17 contains a specific action to identify those at risk of sexual exploitation and those who seek to exploit them. The Plan is closely aligned to the budget and therefore the PCC has been able to support the targeting of Resources by the Police to improve the capacity and ability of the Force to safeguard vulnerable children. The attached paper highlights many of those areas where specific investments have been made.

### **4 Legal comments**

- 4.1 A Serious Case Review (SCR) is a locally conducted multi-agency review in circumstances where a child has been abused or neglected, resulting in serious harm or death and there is cause for concern as to the way in which the relevant authority or persons have worked together to safeguard the child.
- 4.2 In accordance with the Safeguarding Children Boards Regulations, The purpose of a SCR is not to reinvestigate or apportion blame, but to:
  - establish what lessons are to be learned from the case about the way in which local professionals and organisations work individually and together to safeguard and promote the welfare of children;
  - identify clearly what those lessons are both within and between agencies, how and within what timescales they will be acted on, and what is expected to change as a result; and,
  - improve cross agency working and better safeguard and promote the welfare of children.

## **5 Equality comments**

5.1 N/A

## **6 Background papers**

Serious Case Review Report  
Safeguarding Children Boards Regulations  
Police Reform and Social Responsibility Act 2011  
Children Act 2004

**Public access to information**

Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the website within 1 working day of approval. Any facts and advice that should not be automatically available on request should not be included in Part 1 but instead on a separate Part 2 form. Deferment of publication is only applicable where release before that date would compromise the implementation of the decision being approved.

**Is the publication of this form to be deferred? No**

**If yes, for what reason?**

**Until what date?**

**Is there a Part 2 form? No**

**ORIGINATING OFFICER DECLARATION (as appropriate):**

	<b>Officer</b>	<b>Date reviewed</b>
<b>Name &amp; Role</b>		
<b>Assistant Chief Constable Crime</b>	<b>John Campbell</b>	<b>19 March 2016</b>
<b>Head of Unit</b>		
<b>Legal Advice</b>		
<b>Financial Advice</b>		

**OFFICER'S APPROVAL**

We have been consulted about the proposal and confirm that financial and legal advice have been taken into account in the preparation of this report.

We are satisfied that this is an appropriate request to be submitted to the Police and Crime Commissioner.

Chief Executive

Date

Chief Finance Officer

Date

## THAMES VALLEY POLICE

### OXFORDSHIRE CHILDREN'S SAFEGUARDING BOARD SERIOUS CASE REVIEW: FINDINGS AND RESPONSE

#### 1. Introduction

- 1.1 On 3 March 2015, the Oxfordshire Children's Safeguarding Board (OSCB) published its Serious Case Review (SCR) into the circumstances of agency failings around the safeguarding of 6 children, between 2005 and 2010. The full circumstances of abuse were revealed as part of Thames Valley Police's Operation Bullfinch investigation. This commenced in 2011. In 2013, 7 men were convicted of 59 offences including the rape of a child. The Court sentenced 5 men to life terms, with a minimum of 25 years, and 2 men were sentenced to 7 years.
- 1.2 An SCR is initiated by a Safeguarding Board when the abuse of a child is known or suspected and a child has died or been seriously harmed and there is concern about how professionals have worked together. The Board itself has an Independent Chair and the author appointed to write the SCR is also independent. SCR's should examine practice, analyse what happened and why and identify learning and improvements.
- 1.3 In particular the SCR examined the issue of organised Child Sexual Exploitation and how the offenders had been able to groom the young victims, before serially abusing them and trafficking to others.
- 1.4 To inform the SCR all the relevant agencies are required to conduct their own Internal Management Reviews (IMR's). This is a detailed process and TVP's IMR was in excess of 650 pages, highlighting key contacts and involvement with the victims over a period of 5 years.
- 1.5 All the agencies, including the Local Authority, Health and Education submitted their IMR's and it was from these reports that the content of the SCR was drawn, along with relevant views and recommendations from the author. From the beginning of this process, TVP Commanders were always clear that the IMR was to be detailed, reflective and searingly honest to ensure that we learnt from these events and safeguarded children better in the future.

#### 2. SCR Findings

- 2.1 The SCR has been subject of much public and media scrutiny and its key findings were as follows:

##### Missed Opportunities

- \* Opportunities to make links were overlooked
- \* Too little was known about CSE and there was disbelief that it could happen in Oxfordshire

- \* From 2006 there were many opportunities to identify the combination of more than one girl being exploited by groups of adult Pakistani men
- \* There were some key incidents which should have led to action, including girls being found with the abusers, being admitted to A&E
- \* There was no attempts to disrupt the perpetrators alongside actions to try and protect the child
- \* Incidents and issues were dealt with in isolation and patterns were not seen and responded to

#### Key findings

- \* Limited **knowledge** of CSE amongst organisations
- \* Acceptance/**tolerance** of early sexual activity
- \* The **language** of blame – ‘putting herself at risk’
- \* Failing to recognise ‘older boyfriends’ were abusers
- \* Misunderstandings about children ‘**consenting**’ to sex
- \* Missing the signs such as sexually transmitted infections, admittance to A&E, heavy misuse of drugs and alcohol, not in school
- \* Leaders at the top of all the organisations did not know about the emerging concerns because their staff did not tell them
- \* There was a lot of turnover in the local authority senior leadership team
- \* Staff working in operational settings did not escalate emerging concerns to the top
- \* The failure to escalate was mirrored in all the key agencies

### 3. Responding to CSE.

- 3.1 Thames Valley Police has not waited until the publication of the SCR to implement key learning and since 2011, there has been a significant amount of progress in the way the Force now prevents, identifies, disrupts and investigates child sexual exploitation since Operation Bullfinch.
- 3.2 Child sexual exploitation is and will remain a Force priority and we are investing more resources than ever before to tackle this type of exploitation across the Thames Valley. In 2014 child sexual exploitation equated to 5.2% of all recorded sexual offences and 9.8% of all recorded sexual offences of those 18 and under.
- 3.3 The Force has invested an additional £3.5m in dedicated resources to tackle child sexual exploitation since 2011. Moreover the recent Her Majesty’s Inspectorate of Constabulary (HMIC) ‘*Police Effectiveness, Efficiency and Legitimacy*’ inspection recognised that, in spite of financial austerity, Thames Valley Police has managed to



put more staff into frontline roles and into specialist teams that investigate crimes, such as child sexual exploitation and on-line grooming.

#### **4. Learning**

- 4.1 There has been a significant emphasis on training frontline officers and staff in order to better prevent, identify, disrupt and investigate child sexual exploitation. All frontline officers and staff, including PCSOs, constables and sergeants, have been attending mandatory training since 2013. TVP continue to work with one of the six victims from Operation Bullfinch to deliver this training to frontline officers and to new detectives and inspectors. She talks about her experiences with the police in order for us to learn from the mistakes made prior to 2011.
- 4.2 TVP has reviewed the Force's missing person policy and procedures to ensure that they place safeguarding and criminal investigation at the heart of our response, reinforcing that going missing is often a symptom of wider problems, including CSE. Training of staff and supervisors supported these reviews to disseminate the changes and learning.

#### **5. Prevention**

- 5.1 TVP continues to raise public awareness of child sexual exploitation, especially amongst children and young people.
- 5.2 We are delivering awareness sessions to primary school children across the Thames Valley and are piloting a programme called 'Values Versus Violence' in 12 Oxford primary schools. In secondary schools we have, together with our partners, commissioned dramas, such as Chelsea's Choice, which are now being delivered across the Thames Valley and in addition other child sexual exploitation awareness sessions. These help children to develop resilience, understanding of how to protect themselves and confidence to speak to someone if something is not right.
- 5.3 TVP has delivered training to hotels, guesthouses, licensed premises, fast food outlets, licensed taxi firms and community groups, and material has been produced for them to increase awareness amongst staff.
- 5.4 Dedicated CSE Intelligence officers have been appointed who develop information in respect of victims and offenders to support safeguarding.

#### **6. Partnership working**

- 6.1 TVP is working working closely with our partners across the Thames Valley to protect vulnerable children from child sexual exploitation. In Oxfordshire, there is a dedicated unit, the Kingfisher Team, where police officers, social workers and health and education professionals are working together to encourage victims to come forward, to provide them with support and to identify and prosecute offenders. This unit has been identified as national best practice. Similar multi agency arrangements exist in Buckinghamshire and Berkshire.
- 6.2 Between November 2012 and November 2014 there were 693 referrals to these specialist teams across the Force area:
  - Berkshire – 250 children
  - Buckinghamshire – 237 children
  - Oxfordshire – 206 children

- 6.3 These referrals have come from officers and staff, parents, schools and partner agencies, such as health and local authorities, about children where there is a child protection concern or they are displaying signs of child sexual exploitation. Whilst not all these referrals have proved to be child sexual exploitation it demonstrates the early recognition of potential cases.
- 6.4 Across the area TVP are implementing Multi Agency Safeguarding Hubs (MASH) to provide a partnership response to the safeguarding of vulnerable children and adults.
- 6.5 This strong partnership working has been recognised Her Majesty's Inspectorate of Constabulary has recognised our work with partners to identify and reduce vulnerability.

## **7. Disruption**

- 7.1 All our Local Police Areas operational policing in relation to child sexual exploitation is targeted based on intelligence about children at risk, suspected perpetrators and potential hot spot locations. This is managed through local and force tasking processes to ensure senior management oversight and ownership.
- 7.2 Together with our partners we have used non crime legislation to close down a number of premises (guesthouses and licensed premises) suspected of facilitating CSE. e.g Fire Regulations, Trading Standards
- 7.3 We have issued 133 abduction notices across the Force to men who were associating with underage girls where there was a CSE concern:
- Oxfordshire – 54
  - Buckinghamshire - 40
  - Berkshire - 39
- (Source: Police National Computer)*

## **8. Investigation**

- 8.1 A range of investigative teams are used to investigate offending. This includes the Major Crime Team that contains some of the most experienced and highly-trained detectives whose role it is to gather evidence and investigate serious and complex cases, such as murders. They now investigate the most serious and complex child sexual exploitation cases in Thames Valley. HMIC noted our track record in addressing so-called 'hidden crimes', and praised us for recognising that there was a need to increase staffing within the child abuse investigation teams and for diverting the Major Crime Team to provide support.
- 8.2 A number of child sexual exploitation investigations and operations continue to be carried out across the Thames Valley.
- 8.3 TVP are charging more people than ever before for child sexual exploitation related offences.
- 8.4 This equates to:
- Thames Valley – 47 people charged with 201 sexual offences
  - Oxfordshire – 15 people charged with 85 sexual offences
  - Buckinghamshire – 15 people charged with 57 offences
  - Berkshire – 17 people charged with 59 offences
- (Source: Niche RMS based on 1 April 2013 – 31 December 2014)*

- 8.5 Out of the 47 people charged, 15 people have been convicted and sentenced to 72 years imprisonment, further sentencing in relation a Banbury related investigation (Op Reportage) is awaited following recent convictions.

*(Source: Police National Computer)*

## **9. Community Engagement**

- 9.1 Across the Thames Valley the Force works closely with our communities to raise awareness and tackle crime, including child sexual exploitation, together. This includes extensive engagement with the BME (black, minority and ethnic) community.

## **10. Accountability**

- 10.1 The aim of the SCR is to find out what happened and identify the lessons so that improvements can be made. It is not to apportion individual blame but to identify what went wrong and what has changed as a result.

- 10.2 The review highlights missed opportunities and has found errors were made and that agencies, including Thames Valley Police, could have identified and prevented some of the exploitation earlier. The Chief Constable met with the victims and families to apologise at the time of Bullfinch sentencing. The Chief apologised again on publication of the SCR for not identifying the systematic nature of the abuse sooner, that we were too reliant on victims supporting criminal proceedings and that it took too long to bring the offenders to justice.

## **11. Independent Police and Complaints Commission referral**

- 11.1 Thames Valley Police has kept the Independent Police and Complaints Commission fully informed throughout the investigation, trial and the serious case review process.
- 11.2 On receipt of the serious case review (on 26/2) we voluntarily referred the circumstances of Op Bullfinch to the IPCC. They will determine if any misconduct has been identified.

## **12. Looking Ahead**

- 12.1 Tackling CSE is a priority both for the PCC and the Force and will remain so for the foreseeable future. It has invested £3.5m additional resourcing in this area of policing since 2011. All frontline staff now receive mandatory training that shows how they can identify, prevent and disrupt CSE. One of the victims now works with TVP in delivering detective training.
- 12.2 Whilst safeguarding is everyone's responsibility, TVP has made increased use of specialist detectives from across the Force e.g Major Crime Team and Force Crime to investigate offences. Overt and Covert investigative tactics are now used
- 12.3 A range of private organisations have been trained to identify potentially victims/offenders and what to do e.g Hotel Staff, Guest House Staff. Thousands of school children have received CSE education using a drama production called 'Sophies Choice'
- 12.4 The Force has been instrumental in developing Multi Agency Safeguarding Hubs

(MASH) across the Thames Valley, with MASH's in Milton Keynes, Aylesbury, Oxfordshire, with more planned in Berkshire.

- 12.5 TVP and Oxfordshire County Council have established the Kingfisher Team made up of operational police and social workers, who proactively target potential victims and disrupt offenders. Since 2012, a total of 47 people have been charged with 201 sexual offences in the Thames Valley area with a number of investigations still progressing .



**CAMBRIDGE**  
**Jerry Lee Centre of**  
**Experimental Criminology**

**Institute of Criminology**

University of Cambridge  
 Cambridge CB3 9DT  
 United Kingdom  
 Telephone +44 (0) 1223 335 360

**Intensive Management of Repeat Domestic Abuse:  
 First Report on a Randomised Experiment**

**Report Prepared at the Request of Thames Valley Police and  
 Bracknell Forest Council**

**By Heather Strang<sup>1</sup> and Lawrence Sherman<sup>2</sup>**

**Summary.** This report shows encouraging results of a programme designed to prevent harm to repeat victims of domestic abuse known to the police. The programme was delivered by a multi-agency partnership, addressing both offenders and victims. The random assignment for purposes of impact evaluation was performed by the Lee Centre of Experimental Criminology at the University of Cambridge, in three batches of 60 cases. Thames Valley Police supplied the Lee Centre with arrest data for up to twelve months after random assignment for all offenders, half of whom did not receive the programme, while half of them did. Police also supplied data on contacts between the partnership services with both offenders and victims.

**Findings.** While the number of repeat incidents in the groups receiving and not receiving the programme was similar, there was a major reduction in the level of serious harm committed by the offenders in the Treatment group compared with the Control group over six months *after the programme period was completed*. During the programme period, in contrast, there was a greater measure of harm committed by offenders in the Treatment group. But that difference was based entirely on breaches of restraining orders as reported by the victims. To the extent that the programme may have made the victims more willing to report the breaches, the meaning of this difference is ambiguous. A longer-term followup, post-programme period, can help resolve that ambiguity. If the

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<sup>1</sup> Director of Research, Lee Centre of Experimental Criminology, University of Cambridge

<sup>2</sup> Wolfson Professor of Criminology and Director, Institute of Criminology, University of Cambridge

followup period of this test can be extended at least six months, and perhaps eighteen months, results will be clearer.

**Recommendation.** Until the longer followup is completed, there is every reason to continue the programme on the strength of the evidence available. There is a good enough chance of benefit, and too little evidence of harm, to discontinue the programme. Moreover, continuing it as a randomized trial would increase the certainty over its effects, and help to contribute to the national and international evidence-base for assisting couples with repeat domestic abuse. We therefore recommend the programme continue to be run as a randomized trial, thus making the results more certain.

## **Introduction**

In 2013 Thames Valley Police in Bracknell, Berkshire, and Bracknell Forest Council approached Cambridge University Institute of Criminology seeking a collaboration to test the effectiveness of a new approach to some of the most difficult and persistent cases of domestic abuse that they were currently dealing with. The new programme involved a multi-agency approach in which ‘suitable’ cases – based on frequency of calls to the police and also on seriousness/risk – were referred to the Bracknell Forest Domestic Abuse Service Co-ordination Committee. The Committee then offered services to victims and offenders in these cases aimed at reducing future incidents of domestic abuse. These services were basically of four kinds and were delivered in combination:

- referral to Berkshire Women’s Aid (BWA) for support for the victim;
- referral of the offender to one-on-one counselling with the Bracknell Domestic Abuse Perpetrator Service (DAPS);
- referral of the offender to the Enhanced Integrated Offender Manager (IOM)/Police Neighbourhood Team for support and welfare checks or regular visits by a police officer;
- a practitioner visit to the home, either alone or jointly with the Police Neighbourhood Team, for support and welfare checks.

The Lee Centre for Experimental Criminology at Cambridge provided technical assistance in setting up a randomized controlled experiment to test the effectiveness of this programme. The Cambridge team then analysed the data provided by Thames Valley Police concerning reoffending in the six month period of the programme and six months following (five months in the case of the third cohort), for a total of 12 months followup for 120 of the cases and 11 months for about 60. The Cambridge analysis examined the outcomes in a number of ways, and reached the conclusions set out at the end of this report as an independent analysis.

## **Experimental Design**

The experiment consisted of 179 cases randomly assigned over three six-month periods, 88 to Control and 91 to the Treatment. It was necessary for the cases to be dealt with in three cohorts as the services could only be provided to a maximum of 30 cases in any one six month period. At the beginning of each six-month period, 60 cases were randomly

assigned either to the Control or Treatment condition (though ultimately two cases were lost to the Control group and one additional case was assigned to the Treatment group). The outcome measure is the number of offences committed during the six months so-called Treatment period (even though the Control group was not intended to receive any ‘treatment’ beyond the usual criminal justice response) and in the six-months<sup>3</sup> post-treatment period.

Table 1 sets out the number of cases to which these services were delivered. The Control cases were to receive none of the victim and offender services offered to the Treatment cases, though some cases were in fact referred to these services, as the Table shows. Nevertheless these referrals took place substantially more often in the Treatment group. For victims who actually engaged with the BWA, there were often multiple contacts – up to 17 per case – with an average number of 4.3 contacts per case with any contact.

**Table 1: Referral to Services, Control and Treatment Cases.**

<b>Service</b>	<b>Control Cases</b>	<b>Treatment Cases</b>
Victim referral to BWA – contacted	13	66
Victim referral to BWA – engaged	9	30
Police NT welfare checks	0	34
Joint police NT and practitioner visit	0	32
Practitioner visit	0	21
Offender referral to Enhanced IOM	0	11
Offender referral to DAPS	8	10
<b>TOTAL</b>	<b>30</b>	<b>204</b>

## **Results**

Table 2 sets out the number and type of offences committed both within the six months’ treatment period and the post-treatment period. It shows that the raw count of offences committed by each group in the combined ‘during’ and ‘post’ treatment period were very similar: 101 in the control group vs. 104 in the treatment group.

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<sup>3</sup> Only five months of ‘Post Treatment’ data are available for Cohort 3.

**Table 2: Number and Type of Offences Committed During ‘Treatment Period’ and in Six<sup>4</sup> Months Post ‘Treatment Period’ Control vs Treatment Groups.**

Offence	Control			Treatment		
	During	Post	Total	During	Post	Total
1.Harassment	5	4	9	7	2	9
2.Criminal Damage Dwelling	0	1	1	0	0	0
3.Theft Dwelling	1	2	3	0	0	0
4.Assault Without Injury	7	0	7	4	0	4
5.ABH	6	1	7	1	2	3
6.Criminal Damage Vehicle	0	4	4	0	0	0
7.Arson with intent to endanger life	2	0	2	0	0	0
8.Bail Offences	1	0	1	0	0	0
9.Theft not classified elsewhere	0	1	1	0	0	0
10.Threat to Kill	0	0	0	1	0	1
11.Breach non-molestation order	0	1	1	4	0	4
12.Affray	0	0	0	1	0	1
13.Domestic Incidents (Non Crime)	39	25	64	55	27	82
14.Adult Protection (Non Crime)	1	0	1	0	0	0
<b>TOTAL</b>	<b>62</b>	<b>39</b>	<b>101</b>	<b>73</b>	<b>31</b>	<b>104</b>

A substantially different picture emerges, however, when we take into account the seriousness of the offences committed, using the Cambridge Crime Harm Index (CHI)

<sup>4</sup> Only five months of ‘Post Treatment’ data are available for Cohort 3.



(Sherman et al, 2014). This approach avoids a simple count of crime to represent the harm caused because crimes differ in their seriousness. All crimes are not created equal, least of all in the harm they cause to victims of domestic abuse. The CHI offers a way of examining the seriousness of crime in a single measure, rather than in a count that treats all crime types equally.

The CHI converts each crime into a value based on the starting point sentence recommended by the Sentencing Guidelines Council for a first time offender. Thus, the value attributed to any crime is the number of days in prison it would attract under these conditions. Unfortunately, where details are lacking to classify each incident accurately, there can be uncertainty about the precise CHI value. That is exactly what has occurred in this experiment. But the ease with which further investigation can resolve these issues compels the authors to suggest that it always be done as soon as possible.

Table 3 sets out the CHI values, expressed in days in prison, for all the offences recorded in the data set for the 178 offenders included in the experiment. Thus, *for example*, the offence of harassment attracts a starting point sentence of ten days imprisonment, so we calculate that in the Control group, the five cases in the ‘during’ treatment period amounts to 50 days in prison and the four cases in the ‘post’ treatment period is 40 days in prison. Similarly, in the Treatment group, the seven cases in the ‘during’ treatment period amounts to 70 days in prison and the two cases in the ‘post’ treatment period is 20 days in prison. If we total the two periods, to give a 12 month picture (or 11 months in the case of the cases randomly assigned in the third cohort), we see that both groups achieved the same CHI score for the offence of harassment, namely 90 days, though there was a more substantial drop from the ‘during’ period to the ‘after’ period for the Treatment group.

**Table 3: CHI Values of Offences Committed During ‘Treatment Period’ and in Six<sup>5</sup> Months Post ‘Treatment Period’, Control vs. Treatment Groups.**

Offence	Control		Total	Treatment		Total
	6 mos. During	6 mos. Post		6 mos. During	6 mos. Post	
1.Harassment	5x10=50	4x10=40		7x10=70	2x10=20	
2.Criminal Damage Dwelling	0	1x15=15		0	0	
3.Theft Dwelling	1x10=10	2x10=20		0	0	
4.Assault Without Injury	7x0.3=2.1	0		4x0.3=1.2	0	
5.ABH	6x10=60	1x10=10		1x10=10	2x10=20	
6.Criminal Damage Vehicle	0	4x15=30		0	0	
7.Arson with intent to endanger life	2x30=60	0		0	0	
8.Bail Offences	1 (no value available)	0		0	0	
9.Theft not classified elsewhere	0	1x10=10		0	0	
10.Threat to Kill	0	0		1x10=10	0	
11.Breach non-molestation order	0	1x91=91		4x91=364	0	
12.Affray	0	0		1 (no value available)	0	
13.Domestic Incidents (Non Crime)	39x0.1=3.9	25x0.1=2.5		55x0.1=5.5	27x0.1=2.7	
14.Adult Protection (Non Crime)	1 (no value available)	0		0	0	
<b>TOTAL</b>	<b>186</b>	<b>218.5</b>	<b>404.5</b>	<b>461.7</b>	<b>42.7</b>	<b>504.4</b>

<sup>5</sup> Only five months of ‘Post Treatment’ data are available for Cohort 3.

When the number of potential prison days is totalled for the Control and Treatment groups, the difference is now larger in Table 3 than in Table 2, but it unfortunately shows *greater harm for the Treatment group* than for the Controls (404.5 days for controls vs 504.4 days for treated offenders). But when the data are disaggregated by time period, the picture is very different: whereas there is a small (17%) increase in CHI-measured harm from the ‘during’ to the ‘post’ periods in the Control cases, there is a dramatic *91% decline in the CHI harm among Treatment cases*.

We must look more closely to understand these differences properly. Only two offence categories attract a starting sentence of more than ten days, and most are well below that number. One of the exceptions is ‘Arson’, which attracts very different sentences depending on the precise charge: for ‘Arson’ not further defined the starting sentence is 30 days, whereas for ‘Arson endangering life’ it is 3825 days. Because we now have information about the details of the offence in this case, we have attributed 30 days. A complete list of the starting point sentences compiled by Bland (2015) is attached for reference as Appendix 1.

The other very high starting point sentence is for Breach of a Non-Molestation Order, which is 91 days. As Table 3 shows, this offence was committed in one case in the Control group in the second six months, compared to four times in the Treatment group in the first six months, but none in the second six months. This is a difference with large consequences when the CHI is used. If we conform to the rules of the CHI for this offence, then we find that the total number of CHI prisonable days in the 12 months after random assignment is 404.5 for the Control group compared with 504.4 for the Treatment group.

We have some details of the cases involving breach of the non-molestation order, as provided by Thames Valley Police. In one of the Treatment cases there was an allegation of physical contact when the offender pushed into and past the victim into her home whilst threatening violence; in the remaining three, there were no injuries or threats of violence and were due to contact breaches. In the Control case there is a report from the victim of threats of violence.

If we were to exclude this offence from the analysis because it skews the results so much, then the difference between the Control group and the Treatment group over the 12 months post-random assignment is substantial: 313.5 for the Control compared with 140.4 for the Treatment group, or over twice as much CHI-measured harm in the control group. In other words, the treatment appears to have prevented crimes attracting 173 days worth of imprisonment as a starting point for sentencing—if we could ignore the breaches during the six-month treatment period. Given the logic of the Crime Harm Index, however, we cannot exclude these cases from the analysis.

What we can do is to question whether the victims’ willingness to report the breaches of a non-molestation order was a result of social service contacts with victims in the treatment group. If the breach reports are seen as part of the programme, rather than an effect of the

programme, then the picture look much better for the Treatment group. We are on firmer ground , however, if we say that once the programme was completed, the CHI was much lower for the Treatment group than for the Control group. There was five times as much CHI harm in the Control group than in the Treatment group in the after-only period. Put another way, the programme cost resulted in 176 fewer imprisonable days under the CHI analysis for the Treatment group compared to the Control group.

## Conclusions

The results of this experiment are complex and open to various interpretations. If we look at only raw counts of incidents—as if they are all created equal in harm--as set out in Table 2, there is little difference between the groups, except that a higher proportion of the offences in the Treatment group are ‘non-crime’ domestic incidents. That alone appears to indicate that overall the offences in the Treatment group are less serious than the offences in the Control group. If we use the CHI, as per Table 3, the picture is very different depending on whether we look only at the period after the programme was completed by the Treatment group, or look at the entire 12 months after random assignment.

One way to clarify these outcomes is to follow up the entire sample for a full year or two years after the completion of the 6-month programme period. Another way is to increase the sample size, by running the programme on another sample of 180 split in half. We recommend both steps be taken.

Because we find “promising” evidence of effectiveness, we recommend continuation of the programme with caution. The number of couples eligible for the programme may still exceed the number who can be served. Continuing use of random assignment in these circumstances is an ethical way to make the programme available, since all couples would have an equal chance to receive it. It is also a way to make the most of the experimental evidence so far, helping to resolve any uncertainties in how to interpret the evidence.

## References

Bland, M. (2015). *Targeting Escalation in Common Domestic Abuse: How Much if Any?* Thesis submitted in partial completion of the MSt in Applied Criminology and Police Management, University of Cambridge.

Sherman, LW, PW Neyroud & EC Neyroud (2014). *The Cambridge Crime Harm Index (CHI): Measuring total harm from crime based on sentencing guidelines, Version 2.0* (Unpublished report for the University of Cambridge, Institute of Criminology).

## **Appendix I: List of Crime Harm Index Values**

Abduction of child by parent 84  
Administer poison/noxious thing to injure/annoy 10  
Aggravated burglary - dwelling 730  
Aggravated taking - motor vehicle - twc 30  
Arson 30  
Arson endangering life 3825  
Assault occasioning ABH (s.47) 10  
Attempted murder 4380  
Attempted rape - female aged 16 or over 1825  
Attempted robbery - personal property 10  
Blackmail 10  
Breach of Non-molestation Order 91  
Breach of Restraining Order (Protection from Harassment) 91  
Breach of the peace (common law) 10  
Burglary - dwelling 15  
Burglary - dwelling with intent 15  
Burglary - dwelling with violence 730  
Cause harassment/alarm/distress (s.5 POA) 10  
Cause intentional harassment/alarm/distress (s.4A POA) 10  
Cause/incite into sexual activity - offender aged under 18 - female aged under 13 - penetration 730  
Causing an affray 5  
Common assault (no injury) 0.3  
Community resolution - non crime 0.1  
Controlling prostitution for gain 10  
Criminal damage - dwelling - over £5000 84  
Criminal damage - dwelling - racially/religiously aggravated 15  
Criminal damage - dwelling - under £5000 15  
Criminal damage - dwelling - value unknown 15  
Criminal damage - other - over £5000 84  
Criminal damage - other - under £5000 15  
Criminal damage - other - value unknown 15  
Criminal damage - other building - over £5000 84  
Criminal damage - other building - under £5000 15  
Criminal damage - other building - value unknown 15  
Criminal damage - vehicle - over £5000 84  
Criminal damage - vehicle - under £5000 15  
Criminal damage - vehicle - value unknown 15  
Criminal damage endangering life 3825  
Cruelty to animals 0.96  
Cruelty to or neglect of children 84  
Dangerous driving 20  
Domestic incident - non crime 0.1  
Driving motor vehicle taken without consent 0.3  
Driving motor vehicle with excess alcohol 0.96 98

Drunk and disorderly in a public place 0.3  
 False imprisonment 10  
 Fear or provocation of violence (s.4 POA) 5  
 Fraud by false representation - cheque/plastic card 0.6  
 Fraud by false representation - other fraud 0.6  
 GBH serious wound without intent (s.20) 15  
 Harassment - breach of injunction (s.3) 10  
 Harassment - breach of restraining order 91  
 Harassment - cause fear of violence (s.4) 10  
 Harassment - pursue course of conduct (s.2) 10  
 Harassment - pursue course of conduct (s.2) - non-crime 10  
 Harassment - racially/religiously aggravated 10  
 Harm/threaten juror/witness/person assisting in investigation 42  
 Having an article with a blade/point in public 0.3  
 Homophobic incident - non crime 0.1  
 Interference with motor vehicle (tampering) 1  
 Intimidate juror/witness/person assisting in investigation 10  
 Involuntary manslaughter 3825  
 Kidnapping 84  
 MALICIOUS COMMUNICATION - SEND LETTER ETC 0.6  
 Minor wound without intent (s.20) 15  
 Neglect illtreat person lacking capacity 84  
 NON COUNTING FRAUD INVESTIGATION 0.1  
 OBSTRUCT/RESIST A POLICE OFFICER 0.3  
 Obtaining services dishonestly 0.3  
 Other notifiable offences 5  
 Permitting premises to be used - Cannabis 0.3  
 Pervert the course of justice 1460  
 Possess air weapon/imitation with intent to cause fear of violence 0.3  
 Possess extreme pornographic images - sexual act with animal 10  
 Possess firearm/imitation to commit indictable offence 0.3  
 Possess offensive weapon without authority 0.3  
 RACIAL MINOR WOUND WITHOUT INTENT 15  
 Racial/religious agg assault - common/beating 10  
 Racial/religious aggravated har/alarm/distress 10  
 Racial/religious aggravated intent harassment/alarm/distress 10  
 Racial/religiously aggravated ABH 10  
 RACIALLY AGGRAVATED ASSAULT - COMMON/BEATING 10  
 RACIALLY AGGRAVATED ASSAULT/ABH 10  
 RACIALLY AGGRAVATED HARASSMENT 10  
 RACIALLY AGGRAVATED HARASSMENT,ALARM,DISTRESS 10  
 Racially motivated incident - non crime 0.1  
 Rape - female aged 16 or over 1825  
 Rape - female aged under 13 - by male 3650  
 Rape - female aged under 16 2920  
 Rape - male aged 16 or over 1825  
 Robbery - personal property 365  
 SEND OR TELEPHONE OFFENSIVE/INDECENT/OBSCENE 0.6

SERIOUS SEX OFFENCE - NON VALIDATED 0.1

Sexual activity - offender aged 18 or over - female aged 13-15 - penetration 1460

Sexual activity - offender aged under 18 - female aged under 13 - penetration 730 99

Sexual assault - female aged 13 or over 15  
Sexual assault - female aged 13 or over - by penetration 730  
Sexual assault - male aged 13 or over 15  
Stalking - cause fear of violence 10  
Stalking - cause serious alarm or distress 10  
Stalking - pursue course of conduct 10  
Take a conveyance - motor vehicle - twc 5  
Take conveyance other than motor vehicle - twc 0.6  
Take etc indecent photographs of children 182  
Take or ride pedal cycle without consent etc 5  
Theft - by employee 0.6  
Theft - from motor vehicle 10  
Theft - from the person 10  
Theft - in dwelling 10  
Theft - of mail 0.6  
Theft - of motor vehicle 126  
Theft - of pedal cycle 0.6  
Theft - other 10  
Threat to commit criminal damage 0.64  
Threat to kill 10  
Trespass with intent to commit sexual offence 730  
Use public communications network to send indecent/obscene/threatening/false message 1.5  
Use violence to secure entry 10  
Wasting police time 0.32  
Wound with intent to cause GBH (s.18) 1460





AGENDA ITEM

**OFFICE OF THE POLICE & CRIME  
COMMISSIONER FOR THAMES VALLEY**

**Report to the Police and Crime Panel meeting on 27<sup>th</sup> March 2015**

**Title: PCC Police & Crime Plan – Review & Refresh Process**

**Executive Summary:**

The five year Police and Crime Plan is intended to present a summary of the long-term policing and crime objectives of the Police and Crime Commissioner (PCC); the policing that the Chief Constable is to provide; the resources to be provided to deliver the PCC's police and crime objectives and planned outcomes, and the governance framework setting out relevant performance reporting processes. The PCC and the Chief Constable must have regard to the Police and Crime Plan when exercising their respective functions.

In accordance with the Police Reform and Social Responsibility Act 2011, the PCC may vary his Police and Crime Plan but before issuing or varying his Plan, the PCC must consult the Chief Constable in preparing the draft Plan or variation and must send the draft Plan or variation to the Police and Crime Panel. The PCC must have regard to any report or recommendations made by the Panel in relation to the draft Plan.

The flowchart document attached at Appendix 1 sets out the process and decision timeline by which the PCC will review each year the continued relevance of his Police and Crime Plan over the five-year period of the Plan and, as and when necessary, refresh the Plan.

**Recommendation:**

- 1. That the Police and Crime Panel endorse the process and timeline by which the Office of the Police and Crime Commissioner will review each year and, as necessary, vary the PCC's Police and Crime Plan over the five-year period of the Plan.**

**Police and Crime Commissioner**

I hereby approve the recommendation above.

**Signature**

**Date**

## **PART 1 – NON-CONFIDENTIAL**

### **1 Introduction and background**

- 1.1 Following the inaugural PCC elections in November 2011, the PCC published his Police and Crime Plan 2013-2017 in March 2013 and updated the Plan in July 2014.
- 1.2 The five year Police and Crime Plan is intended to present a summary of the long-term policing and crime objectives of the Police and Crime Commissioner (PCC); the policing that the Chief Constable is to provide; the resources to be provided to deliver the PCC's police and crime objectives and planned outcomes, and the governance framework setting out relevant performance reporting processes. The PCC and the Chief Constable must have regard to the Police and Crime Plan when exercising their respective functions.
- 1.3 The period normally covered by the five-year Plan commences on the day on which the Plan is issued, which must be within the financial year in which each ordinary PCC election is held and as soon as practicable after the PCC takes office, and ends on the last day of the financial year in which the next ordinary PCC election is expected to take place after the Plan is issued.
- 1.4 In accordance with the Police Reform and Social Responsibility Act 2011, the PCC may vary his Police and Crime Plan but before issuing or varying his Plan, the PCC must consult the Chief Constable in preparing the draft Plan or variation and must send the draft Plan or variation to the Police and Crime Panel. The PCC must have regard to any report or recommendations made by the Panel in relation to the draft Plan.
- 1.5 The PCC must publish a copy of the Police and Crime Plan, or the variation, and send a copy to the Chief Constable and to each of the responsible local authorities across the Thames Valley for the purposes of section 5 of the Crime and Disorder Act 1998.
- 1.6 The flowchart document attached, at Appendix 1, sets out the process and decision timeline by which the Office of the PCC (OPCC) will review the continued relevance of the Police and Crime Plan each year over the normal five-year period of the Plan, and, as necessary and appropriate, refresh the Plan.

### **2 Issues for consideration**

- 2.1 The Police and Crime Panel, as a statutory stakeholder in the process by which the PCC issues or varies his Police and Crime Plan, needs to be aware of, and satisfied with, the attached process and timeline by which the Plan will be reviewed by the OPCC.

### **3 Financial comments**

- 3.1 There are no specific financial implications arising from this report.

#### 4 Legal comments

- 4.1 The Police Reform and Social Responsibility Act 2011 requires the PCC to produce and publish a Police and Crime Plan and allows a PCC to vary his Plan.

#### 5 Equality comments

- 5.1 There are none arising specifically from this report

#### 6 Background papers

Police and Crime Plan

<b>Public access to information</b> Information in this form is subject to the Freedom of Information Act 2000 (FOIA) and other legislation. Part 1 of this form will be made available on the website within 1 working day of approval. Any facts and advice that should not be automatically available on request should not be included in Part 1 but instead on a separate Part 2 form. Deferment of publication is only applicable where release before that date would compromise the implementation of the decision being approved.
<b>Is the publication of this form to be deferred? No</b>
<b>Is there a Part 2 form? No</b>

<b>Name &amp; Role</b>	<b>Officer</b>
<b>Head of Unit</b> The Police and Crime Plan, and variation to it, sets out the police and crime priorities and objectives of the PCC. This report sets out how the Plan will be reviewed and maintained over the period covered by the Plan.	Policy Development Manager
<b>Legal Advice</b> The process by which a PCC must issue and may vary the Police and Crime Plan is set out in section 5 of the Police Reform and Social Responsibility Act 2011.	Monitoring Officer
<b>Financial Advice</b> There are no specific financial implications arising from this report.	PCC Chief Finance Officer
<b>Equalities and Diversity</b> No specific issues arising from this report	Chief Executive

#### PCC CHIEF OFFICERS' APPROVAL

We have been consulted about the report and confirm that appropriate financial and legal advice have been taken into account.  
We are satisfied that this is an appropriate report/request to be submitted to the Police and Crime Panel.

Chief Executive

Date 13<sup>th</sup> March 2015

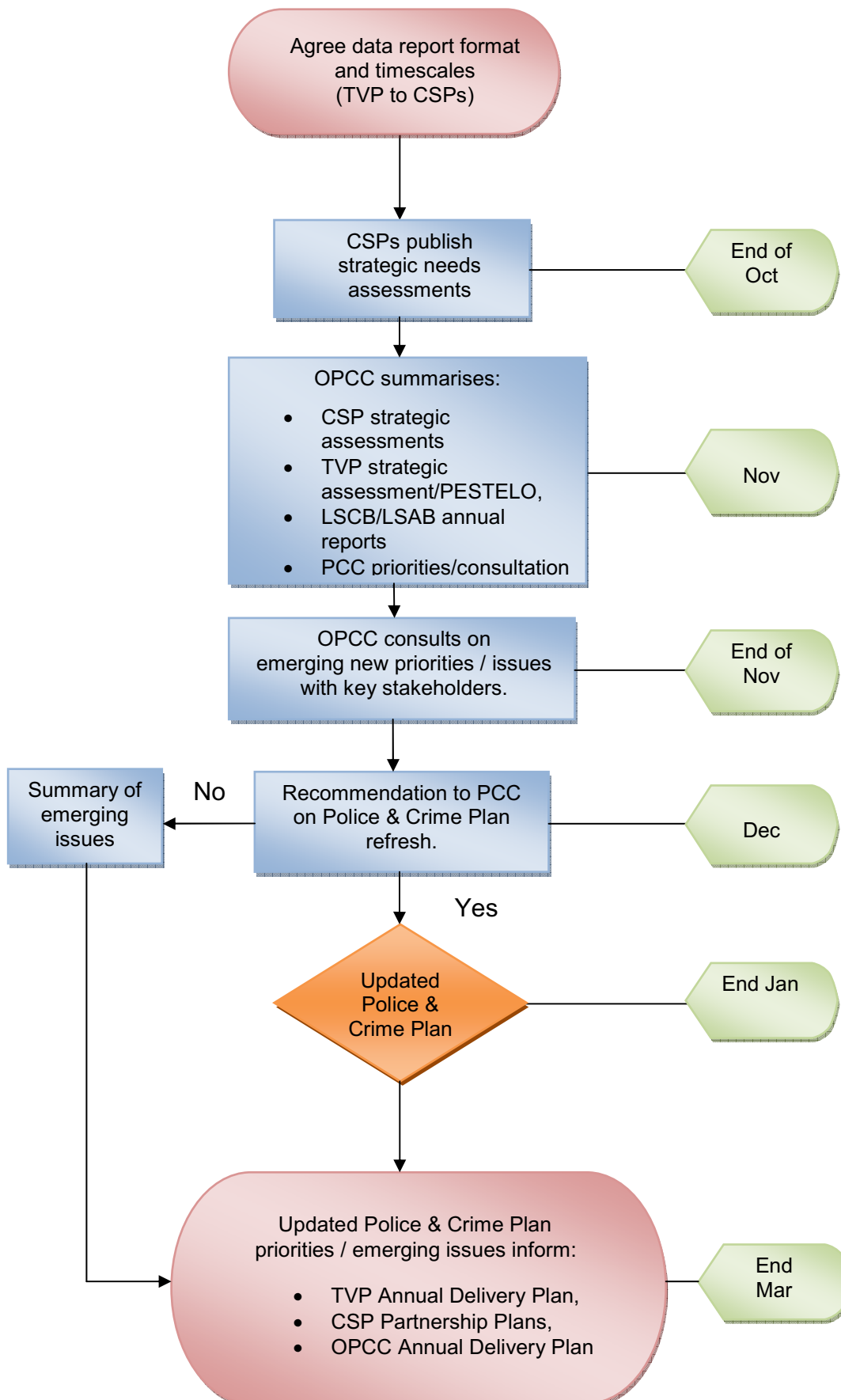
Chief Finance Officer

Date 13<sup>th</sup> March 2015



**APPENDIX 1**

**Police and Crime Plan refresh : Process & Decision Timeline**





## Report to the Thames Valley Police & Crime Panel

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**Title:** Report of the Thames Valley Police & Crime Panel Complaint Sub-Committee

**Date:** 27<sup>th</sup> March 2015

**Author:** Reece Bowman, Scrutiny Officer,  
Thames Valley Police & Crime Panel



### Background

1. The Panel has a statutory duty to handle non-criminal complaints against the Police & Crime Commissioner for Thames Valley.
2. A Sub-Committee of the Panel discharges this duty on its behalf. The Chairman of the Sub-Committee is currently Cllr. Kieron Mallon.
3. It was agreed that the Sub-Committee should submit its report to the Panel on a quarterly basis, when complaints had been considered.

### Complaints Received

4. Separate complaints were considered at Sub-Committee meetings on 4<sup>th</sup> December 2014 and 28<sup>th</sup> January 2015.
5. An overview of the two complaints, including Sub-Committee performance information, is provided at Appendix B.
6. Currently, no further complaints are pending Sub-Committee consideration.

### Recommendation

1. It is recommended that the Thames Valley Police & Crime Panel note the report of the Complaint Sub-Committee

## APPENDIX A

### Thames Valley Police & Crime Panel Procedure for Handling Non-Criminal Complaints against the PCC

- When the decision has been made to record a complaint that will not subsequently be referred to the Independent Police Complaints Commission (the IPCC), the Chief Executive of the Office of the PCC will:
  - refer the record, and copies of all the associated paperwork, to the Panel's scrutiny officer. This will be no later than two working days after the complaint has been recorded.
- On receipt of the complaint, the Panel's scrutiny officer will:
  - convene a meeting of the Complaints Sub-Committee, normally to be held within three weeks of the referral of the complaint,
  - write to the complainant, setting out timescales and providing details about the informal resolution procedure; and giving the complainant an opportunity to make further comments in support of his/her complaint (allowing him/her two weeks to respond).
- Where the Panel's scrutiny officer believes that the circumstances of the case are such that the Complaints Sub-Committee may decide to treat the complaint as having been resolved, he/she will ask the complainant to provide his/her representations in this regard for the Complaints Sub-Committee to take into account; and
  - write to the person complained about, setting out timescales and providing details about the informal resolution procedure; and giving him/her an opportunity to make comments in response to the complaint (allowing him/her two weeks to respond).
- The Panel's scrutiny officer will compile a brief report for the Complaints Sub-Committee, setting out the pertinent details of complaint, recording any failure by the person complained about to comment on the complaint and making suggestions for the next steps.
- The Complaints Sub-Committee will first consider whether the complaint has been satisfactorily dealt with and, subject to any representations by the complainant, may decide to treat the complaint as having been resolved. In such a case, the Complaints Sub-Committee's reasons will be recorded and notified to the parties.
- If, on considering the report, the Complaints Sub-Committee feels that the matter needs to be formally resolved, it will decide its course of action. In accordance with regulations, the Complaints Sub-Committee may not conduct an investigation. The Complaints Sub-Committee may exercise its delegated powers to require the person complained against to provide information or documents or attend before it to answer questions or give evidence, as this will not be regarded as an investigation. However, any other step intended to gather information about the complaint, other than inviting the comments of the complainant and the person complained against, will be likely to amount to investigation.
- The Complaints Sub-Committee will consider whether to devise an action plan (to be drawn up by the Panel's scrutiny officer) and in so doing will take into account any applicable guidance issued by the Secretary of State and may also consider any guidance issued by the IPCC



pursuant to section 22 of the Police Reform Act 2002 on local resolution. Any such action plan will include an indicative timeframe.

- Any such action plan may include (for example):
  - An explanatory letter being written by an officer of the Panel (or on behalf of the Complaints Sub-Committee),
  - An explanatory letter being written by an officer of the OPCC,
  - A suggested change to OPCC policy; or
  - A request that an apology is tendered (no apology may be tendered on behalf of the person complained against unless that person has admitted the alleged conduct and agreed to the apology).
- The Complaints Sub-Committee will also decide whether it wishes to:
  - reconvene to take any steps identified in the action plan,
  - authorise any named individual (who may not be a PCC, a DPCC or the Chief Executive of the Office of the PCC) to take any steps in accordance with the action plan;or
  - refer the matter to the Panel recommending that the identified action be taken.
- Once the actions from the plan have been completed, the matter may be referred back to the Complaints Sub-Committee or an authorised individual may determine that the matter has been resolved. The Panel's scrutiny officer must make a record of the outcome of the informal resolution as soon as practicable, normally within three working days, after the process is completed and provide copies to the complainant and the person complained against. The matter will then be closed.
- No part of the record may be published by the Complaints Sub-Committee unless, having given the parties an opportunity to make representations about the proposed publication and having considered any such representations, the Complaints Sub-Committee considers that publication is in the public interest.
- The Panel's scrutiny officer will prepare update reports to the Panel about all complaints considered in the preceding quarter by the Complaints Sub-Committee, the action taken (including any obligations to act, or refrain from acting, that have arisen under the regulations, but have not yet been complied with or have been contravened) and the outcome of the process.
- If, at any stage, the IPCC informs the Panel that they require the complaint to be referred to them, or if the Complaints Sub-Committee decides that the complaint should be referred to the IPCC, the informal resolution process must be discontinued. The Complaints Sub-Committee should only decide that the complaint should be so referred if matters come to light during the informal resolution process which indicate the commission of a criminal offence, thus leading to the earlier decision as to whether or not the complaint was a serious complaint being reversed.
- At any stage, the Panel's scrutiny officer may seek legal advice from the Panel's legal adviser.

APPENDIX B

Complaint Sub-Committee Meeting Date: 4 December 2014

	Complaint overview	Actions / recommendations	Outcome
Complaint 1	Alleged failure of PCC to hold Chief Constable to account over handling of the individual's complaints	The complaints made were not upheld	N/A

Performance Information

	Date complaint referred	Date complaint resolved (i.e when actions are completed)	Complaint end-to-end time (including non-working days)	Comments
Complaint 1	6/11/14	8/12/14	32	

Complaint Sub-Committee Meeting Date: 28 January 2015

	Complaint overview	Actions / recommendations	Outcome
Complaint 1	Failure by the OPCC to respond to a Subject Access Request within the statutory timescale	1) The Sub-Committee agreed that a written apology should be provided to the complainant by the OPCC 2) It also recommended that the OPCC should review its policies and procedures to ensure that all information requests made under the Data Protection Act 1998 fully comply with the statutory requirements	1) The apology was issued 2) To be evaluated

Performance Information

	Date complaint referred	Date complaint resolved (i.e when actions are completed)	Complaint end-to-end time (including non-working days)	Comments
Complaint 1	14/10/14	17/2/15	128	Apology letter was issued by OPCC on 17/2/15 An apology was given to the complainant for the length of time it had taken to process his complaint

Thames Valley Police & Crime Panel Work Programme 2015

Date	Main Agenda Focus	Other agenda items
27/03/15	<p><u>Themed item: (Wokingham)</u>  <b>Preventing Child Sexual Exploitation</b></p> <p><u>Confirmation Hearing</u>  <b>Chief Constable</b></p>	<ul style="list-style-type: none"> <li>• Public Question Time</li> <li>• Serious Case Review</li> <li>• General Issues</li> <li>• Work Programme</li> </ul>
17/07/15	<p><u>Conference - am (Oculus Aylesbury)</u>  <b>Tackling Cyber Crime</b></p> <p>Annual Meeting – pm</p>	<p>Keynote Speakers and Panel debate</p> <ul style="list-style-type: none"> <li>• Public question time</li> <li>• Election of Chairman</li> <li>• Appointment of Vice Chairman</li> <li>• PCP Annual Report</li> <li>• Visit to Hampshire and Proposals for Future Operation of Police and Crime Panel</li> <li>• Annual review of Rules of Procedure and PCP Budget</li> <li>• General issues (implications of General Election results/report back on fgm)</li> <li>• Work Programme</li> </ul>

Date	Main Agenda Focus	Other agenda items
25/09/15	<u>Themed Item (Cherwell?)</u> <b>Victim Support and Restorative Justice One Year On</b>	<ul style="list-style-type: none"> <li>• Public question time</li> <li>• PCC Annual Report</li> <li>• Complaints, Integrity and Ethics Panel Update</li> <li>• General Issues</li> <li>• Work Programme</li> </ul>
27/11/15	<u>Themed Item (Wokingham)</u> <b>Preventing Terrorism in Your Local Area – South East Counter Terrorism Unit</b>	<ul style="list-style-type: none"> <li>• Public Question Time</li> <li>• Set up Budget Task and Finish Group/CSP Update</li> <li>• General Issues</li> <li>• Work Programme</li> </ul>
1/16		<ul style="list-style-type: none"> <li>• Public questions</li> <li>• PCC precept 2016/17</li> <li>• General Issues</li> <li>• Work Programme</li> </ul>