

# 2018 Benchmarking Exercise

**September 2018**



Authors

Dr Iain Britton, Dr Laura Knight, Valentina Lugli

# Introduction

This is the second national benchmarking exercise across 'Citizens in Policing' in England and Wales, the first having been completed in 2016. This benchmarking report presents data across the police forces of England and Wales and also for the British Transport Police, with a focus primarily on Special Constables, Police Support Volunteers, Volunteer Police Cadets and volunteers within OPCCs. The aims of the benchmarking report are:

- To present the most comprehensive available data picture of Citizens in Policing;
- To identify strategic opportunities and challenges, in respect of the ongoing delivery of the Citizens in Policing national strategy, based upon the data;
- To identify key gaps in data.

The data within the benchmarking report is derived from three principal sources:

- A benchmarking survey distributed to the 44 police forces in March 2018 by the Institute for Public Safety, Crime and Justice (IPSCJ) and completed by all 44 police forces;
- An annual census survey completed by all police forces in January 2018, distributed by the Volunteer Police Cadets national hub and analysed by the IPSCJ, covering Volunteer Police Cadets and the Mini Police;
- Analysis of the national police workforce statistics for England and Wales, which have been published since 1998. The latest iteration of this data was published by the Home Office in July 2018 relating to 31st March 2018. This data set primarily relates to Special Constables, but for the first time includes overall PSV numbers for each force as part of the national data set.

# Key Headlines

- The scale of Citizens in Policing is substantial. Delivering (at a very conservative estimate) £70-80m in value per year to policing and with an annual spend estimated in the region of £25-30m. Several hundred people are employed across the delivery of CiP and over 4m voluntary hours are served in policing each year. There are over 38,000 volunteers operating within policing organisations, including 11,992 Special Constables, 8,265 Police Support Volunteers, 2,550 volunteers in OPCCs, 11,995 Volunteer Police Cadets and 2,910 Mini Police. There are also an estimated 40,000+ volunteers in other volunteer roles closely working with policing, including Community Speedwatch, Neighbourhood Watch, victim support services, street pastors and similar roles.
- The benchmarking report reflects the huge range and diversity of roles that volunteers perform across policing. There are over 1,000 different PSV roles. There is a growing picture of specialist roles within the Special Constabulary, with one in ten Specials delivering within a specialism. There is a great deal of innovation of practice in forces in terms of volunteer roles, including some key areas of emerging practice, particularly in respect of cyber, safeguarding and public protection;
- There are some very positive examples of joint working and collaboration highlighted within the report, both across force boundaries and with other organisations;
- The Special Constabulary has seen a significant reduction in scale over the past six years, reducing in headcount since 2012 by 41.2%. Mirroring reducing numbers, hours served by Special Constables have fallen over the past two years, with a reduction of 15.5% from 3.79m hours served in 2015 to 3.22m in 2017. Levels of engagement (measured by the proportion of Special Constables serving 16 hours per month or more) have also fallen marginally since the last CiP benchmarking report in 2016, from 52% to 49.1%, with 11.1% dormant, 9.4% pre-attestation and 13.4% unfit or leave of absence. The average hours served per Special Constable nationally has remained consistent over the past three years. Levels of recruitment are below long-term historical trend and levels of attrition from the Special Constabulary are above long-term trend – simply put, we are recruiting fewer Specials and more Specials are leaving;
- The number of Police Support Volunteers has remained broadly stable over the past two years;
- There continues to be substantial growth across the Volunteer Police Cadets, and also significant future planned growth over the next two years. The number of Cadet Units has doubled since January 2015 to now sit at 500. Additionally, the Mini Police programme has grown from its roots in Durham to now engage 14 police forces, 159 schools and 2,910 young people, and has significant plans for future growth;
- A majority of PSVs, OPCC volunteers and Special Constables are relatively 'new in service', within the first 2 or 3 years of their voluntary careers. Overall, the data reflects clear challenges in effectively retaining volunteers longer-term. To put this in context, approximately 5,000 of the current cohort of Specials and 3,800 of current PSVs have commenced their voluntary roles in policing since the previous data for the 2016 benchmarking report was collected. Likewise, roughly 9,000 Specials and roughly 3,700 PSVs have left their voluntary roles in the same period. This reflects a considerable 'churn' across the policing volunteer population. Nevertheless, there is also a sizeable minority of longer-serving volunteers in each volunteer category;

# Key Headlines

- The age profile of different volunteer roles across Citizens in Policing varies widely. Special Constables have a skew towards younger age groups, with a peak in numbers in the early twenties. This is reflective of patterns of recruitment of Specials who are interested in a pathway into paid careers as a Regular officer. In contrast, PSVs and OPCC volunteers engage a large number of 50+ volunteers.
- BME representation tends to be higher across CiP than for other elements of the policing family. In particular, the Volunteer Police Cadets have a very high BME representation, at 30.9% of Cadets. Female engagement is high across PSVs, OPCC volunteers and the VPC, but women are less well represented amongst Special Constables. The proportion of female Specials has changed little in the past two decades, and female Specials are under-represented across promoted ranks, in specialisms and amongst longer-serving Specials;
- There are in the region of 300-350 paid posts nationally directly supporting Citizens in Policing. In addition, several hundred paid and voluntary roles also provide some support across CiP. The VPC is particularly heavily staffed, involving over 2,000 paid and voluntary roles across the 500 Units nationally;
- There remains a very high degree of variation of practice across police forces in almost all aspects of Citizens in Policing. Throughout this report, national averages typically conceal an enormous variation and inconsistency of practice across police forces. Whilst there is lots of local innovation and development, there appears to be little collective learning across most aspects of CiP and the national picture reflects considerable duplication of effort. There are some key areas which would greatly benefit from standardisation and consistency;
- Over the past two years there have been some significant steps taken towards strengthening national and regional arrangements, and some developments of national strategy. However, CiP essentially remains primarily resourced and focused at force-level, with a comparatively small national core, an (albeit growing) limited regional infrastructure, and (as reflected above) a very wide divergence across local practice;
- Whilst this benchmarking report reflects some significant improvements in the quality and availability of data across CiP over the past two years, data collection still needs to be improved to enhance understandings of 'value' and performance across CiP. Data remains particularly limited in respect of Police Support Volunteers. The data available still tends to be focused more on aspects of headcount and hours, and less on outputs and outcomes. There are some important pieces of work nationally which are ongoing, which aim to begin to address these issues, including a series of national pilot projects.

	Page no.
<b>The scale of Citizens in Policing</b>	<b>6</b>
<b>Value, role and contribution of Citizens in Policing</b>	<b>9</b>
<b>Numbers of volunteers across police forces</b>	<b>20</b>
<b>Length of service, age and diversity of volunteers</b>	<b>35</b>
<b>Organisation, delivery models and resourcing of Citizens in Policing</b>	<b>47</b>
<b>Future plans for Citizens in Policing</b>	<b>60</b>
<b>Developing the data picture across Citizens in Policing</b>	<b>65</b>

# The scale of Citizens in Policing

Citizens in Policing exists on a substantial scale across England and Wales.

There are approximately 38,000 volunteers of all ages directly in police services, in roles such as Special Constables, Police Support Volunteers, OPCC volunteers such as Independent Custody Visitors, those who

volunteer on Independent Advisory groups and similar roles, volunteer Chaplaincy roles, Volunteer Police Cadets and the new development of the Mini Police. These are the elements of CiP, with volunteers directly managed within policing organisations, which this benchmarking report primarily focuses upon.

Numbers nationally (including BTP) for 'direct' managed elements of CiP	2016	2018
Special Constables	16,279	11,992
Police Support Volunteers	8,106	8,265
Volunteer Police Chaplains	N/K	581 (278 of whom are PSVs counted above)
VPC volunteers	1,200 (approx.)	1,543 (735 of whom are PSVs counted above)
OPCC Volunteers	2,900	2,550
OPCC Volunteers	9,638	11,995
Mini Police	500 (approx.)	2,910
<b>Estimated total for 'directly managed' police volunteers</b>	<b>38,123</b>	<b>38,823</b>

Alongside that sizeable number of 'directly managed' volunteers, there is also a larger number of people who volunteer in roles closely aligned to the mission of policing, such as Neighbourhood Watch, Community Speedwatch, Street Pastors and similar roles. Forces have identified through their benchmarking surveys 13,502 Speedwatch volunteers, approximately 20,500 Neighbourhood Watch

coordinators, 502 street pastors, and 6,500 volunteers supporting victims. In reality, the numbers identified by the police forces will very likely be an underestimation of the overall numbers of volunteers in these roles. The collective figures shared by forces come to more than 42,000 volunteers who are closely aligned to policing.

There are

**38,823**

volunteers directly serving  
in police organisations

**11,992**

Special  
constables

**11,995**

VPCs

**2,910**

Mini police

**8,265**

PSVs

**2,550**

Volunteers  
with OPCCs

There are additionally many volunteers  
not directly in police forces but who  
help deliver policing outcomes

**20,478**

NHW  
Coordinators

**502**

Street  
pastors

**13,502**

Community  
speedwatch

**581**

Volunteers  
chaplains

**1,543**

VPC  
volunteers

**6,500**

Victim and witness support  
volunteers

**125**

Other volunteers  
(lorry watch, horse watch, pooled)

# The scale of Citizens in Policing

---

**159, and growing to over 300 in next year**

Numbers of mini police schools

**£70-80 million value**

**3.2 million**

Hours served by Specials

**£25-30 million budget**

**1,089**

SCs in specialisms

**Over 500 PSVs and SCs**

Volunteers in cyber

**346**

SCs specialising in roads policing

**886 +**

Cadet leader paid roles

**499**

VPC units

**300-350**

Staff directly employed in delivering CiP

**Over 1,100**

PSV roles

**718,095**

Social action hours delivered by VPC per year

By headcount, volunteers represented 14.1% of the 'police family' serving directly within police organisations in 2016 (the last time the CiP benchmarking was undertaken)

and whilst down a little in the ensuing two years, still represents 13.2% in 2018.



# Value, role and contribution of Citizens in Policing

This section of the benchmarking report looks at what is known about the contribution and value delivered across Citizens in Policing, and identifies the need to strengthen data and performance management approaches to better

understand all of the different dimensions of 'value'. The section explores the wide range of roles delivered by volunteers serving within policing organisations. It also discusses data relating to hours served by volunteers.

## Key Findings

- There remain key limitations to understanding 'value' and contribution across Citizens in Policing. It is more important to understand the outputs and outcomes of Citizens in Policing than it is to understand the headcount of volunteers. However, the current availability and quality of data limits such outcomes-based analysis;
- There is significant ongoing activity coordinated at a national level to strengthen approaches to data in respect of capturing and understanding outcomes and benefits of CiP, and to develop national models of 'value frameworks' across CiP;
- There is also ongoing work to quantify the financial worth of CiP, including a pilot project led on by the IPSCJ and engaging Essex Police and other partners which is aiming to develop financial data across the Special Constabulary;
- There are 1,120 PSV role profiles across the forty-four forces. This reflects the breadth of activity and contribution of PSVs across forces and significant innovation at the local level. However, there also seems to be considerable duplication of very similar but different PSV roles across forces and considerable scope for consolidation;
- The Policing and Crime Act 2017 legislates for Chief Constables to be able to designate formal policing powers to volunteers (other than Special Constables) for the first time. At the point of the benchmarking survey there were very few concrete examples of the practice of designating new powers in forces. However, a number of police forces said they were actively considering this, so that picture seems likely to change in the coming year;

# Value, role and contribution of Citizens in Policing

- There is now a considerable degree of specialisation across the Special Constabulary, and this appears to be an expanding picture across forces, with 1,089 specialist postings across Special Constabularies nationally. The largest area of specialisation by far is specialist roads policing, which accounts for about a third of all specialist Special Constable roles. There is wide variation in the proportion of Specials in specialist roles across forces;
- Data for hours served across forces nationally remains patchy, both in terms of availability and quality, for PSVs and for OPCC volunteers. In terms of Special Constables, the benchmarking report brings together data of hours served for Specials nationally over each of the past three calendar years;
- Special Constables served 3.22m hours in 2017, which represents a fall of 15.5% from the figure of 3.79m for national hours in 2015. The average hours served per Special Constable has remained stable over the past three years, and the reduction in hours mirrors reductions in the headcount of Specials (discussed in a later section of this report). There was a slight reduction from 52% in the 2016 benchmarking data to 49.1% in the 2018 data, for the proportion of Special Constabulary cohort undertaking 16 hours or more per month. with 11.1% dormant (not serving any hours), 9.4% pre-attestation and 13.4% unfit or leave of absence;
- Both the hours served by Special Constables, and the level of engagement (proportion of Specials actively undertaking hours), vary substantially across forces.

## The challenges of capturing the value of Citizens in Policing activity

Historically, the identification and management of 'value' across Citizens in Policing has had three broad limitations:

- The available data has tended to primarily provide information on headcount of volunteers, hours served by volunteers, and the period of service and/or rates of attrition of volunteers;
- Data availability, quality and comparability have all been quite poor (even in respect of the above three elements);
- There has tended to be only very limited active performance management or performance improvement activity both within forces, and more broadly at regional or national level, in respect of Citizens in Policing. Where this has occurred it has

tended not to be mainstreamed or integrated into wider force and policing performance approaches.

The above three factors have tended towards a situation where understandings and management of 'value' have often been:

- Narrow, focusing only on available data (e.g. headcount, hours and longevity);
- Subjective and anecdotal, without any clear or systematic foundations in data;
- In many cases, not present at all.

There is significant current activity, being coordinated at a national level, to begin to address these issues, and in particular:

- To broaden and re-focus concepts of value, recognising

that 'value' in respect of CiP is multi-dimensional;

- To broaden data availability across CiP;
- To improve and routinise data quality, consistency and accessibility.
- Key elements of this activity at national level include:
- A national pilot, involving the Institute for Public Safety, Crime and Justice and Essex Special Constabulary, in developing and piloting a new value framework for the Special Constabulary;
- The piloting and then roll out of a national Citizens in Policing Volunteers 'Value Framework'.

## Calculating the financial value of contribution

Linked to the above discussion regarding identifying and managing 'value' across CiP, is the desirability to be able to understand better, at least in broad terms, the financial value provided through CiP activity. Such financial data would assist in investment decisions and support the construction of cost-benefit appraisal.

To date, the vast majority of work which has been undertaken in respect of identifying financial value across CiP has focused upon Special Constables, and has consisted of a multiplication of hours served (or a smaller, more focused hours measure of 'operational' or 'active' hours served) by an assigned hourly rate (typically based upon hourly rates for Regular officers, but sometimes with a level of 'adjustment' to reflect the potential – and no doubt heavily debatable – differences in experience, skills and contribution). There is not currently a single, nationally agreed model for undertaking these calculations and current local practices vary, both in terms of what hours are counted within the calculation and in what hourly rates are utilised.

Utilising hourly figures of 3.22m for 2017, a financial value somewhere in the region of £50m-110m can be arrived at. With some refinement of assumptions, a conservative working estimate of value between £60-70m for the Special Constabulary would seem reasonable. As such calculations are based upon hours of service, the reducing

headcount and closely correlated reduction in hours served over the past two years have brought down that value. Utilising the 3.79m figure for hours served in 2015, the same assumptions within calculations would produce an estimation in the range of £60m-130m; suggesting the reduction in hours to be akin to a loss in the region of £10-20m.

Assessing the financial value of other elements of CiP are more complex in comparison to the role of Special Constable, which allows for some equivalency to that of a Regular officer. Based on the roles delivered and equivalency to paid work in policing and other sectors, an estimate of between £7-13m of value can be made, but it should be emphasised this is a very rough and broad estimation, lacking in some key aspects of data.

Overall, whilst emphasising the rough and broad sense of the related calculations, a working estimation of national value in the region of £70-80m for CiP seems reasonable.

What is clear is that considerable further work needs to be undertaken to refine such considerations in respect of financial valuation of CiP activity, outputs and outcomes.

## The wide variety of roles performed by Police Support Volunteers

There are a very wide range of roles performed by PSVs, reflecting a wide variety of contributions to policing. Looking across the 44 police forces, there are 1,120 PSV role profiles. On average police forces have 26 different PSV role profiles, and 24 of the forces have twenty or more. As with most things relating to CiP, there is wide variation nationally, with seven forces having less than ten PSV roles, and five forces having over fifty different role profiles.

Reflecting on the number of PSV role profiles nationally:

- The number of role profiles reflects an enormous range of different contributions, and shows vibrancy, imagination and innovation in the contribution of volunteers;

# Value, role and contribution of Citizens in Policing

- The number of role profiles for PSVs also appears high when set in the context of the number of PSVs, which suggests there is scope for some consolidation and simplification both within individual forces, and more collaboratively regionally and nationally;
- There is evidently a large amount of 'overlap' (i.e. roles which are similar in many different forces);
- There appears to be only very limited sharing and collaboration in role development, and much of the sharing which does exist is quite ad hoc, relationship-based and mostly amongst neighbouring forces, rather than there being more structured and co-ordinated mechanisms for such sharing at a national level. Some regions have more developed models for sharing roles, and others do not;
- There are a lot of innovative roles that seem to exist in one force, or in only a small number of forces, suggesting a huge potential for the more effective dissemination of best practice.

The most commonly recurring PSV roles across police forces are:

- Community/neighbourhood engagement, support or consultation;
- Communications support, including newsletters, community messaging, social media, etc.
- Youth engagement;
- Volunteer Police Cadet related roles;
- Administrative support roles, and within that a number of events organisation or support roles;
- Independent Advisory Groups (overlapping with OPCC volunteers, where this role also commonly sits);
- CCTV;
- Front-counter and similar contact-based roles;
- Chaplaincy, and related roles of chaplaincy coordination and support;
- Support roles relating to the Special Constabulary;
- Support roles in relation to training, including role players;
- Vehicle related roles – cleaning, servicing, volunteer driver schemes, etc.

Key areas of recent growth in roles for PSVs are:

- Cyber (discussed in more detail below);
- Safeguarding, child sexual exploitation, sexual violence prevention, healthy relationships, and similar fields of activity;
- Rural-related roles (in essence, a growth in rural-focused roles within the category listed above around community engagement, support and consultation). Loosely related to this, there are also several forces developing heritage crime related roles;
- Victim-related roles, particularly around support and feedback;
- Hate crime related roles.

## New powers for volunteers

The Policing and Crime Act 2017 legislates for Chief Constables to be able to designate formal policing powers to volunteers (other than Special Constables) for the first time. Police forces were asked within the benchmarking survey both if they had begun to engage in work to develop volunteer roles involving new powers, and whether they had plans to do so in the future.

This is a moving picture, as forces consider and develop their plans. Earlier in 2018, at the time of the benchmarking survey returns, only one force (Kent) identified it had current activity in this regard. Further to that another three forces indicated that they have more concrete plans for further development (Durham, City of London and Leicestershire). An additional 11 police forces say they are considering it, and a handful of others say they are keeping a 'watching brief'.

The national Citizens in Policing portfolio, working with the College of Policing and IPSCJ, is aiming to develop and then keep updated on the Citizens in Policing national website an overview of those forces who are designating powers to volunteers, to help collate a national strategic picture of the developments.

## Developing specialisms across the Special Constabulary

There is a positive, expanding picture of specialist roles across Special Constabularies. The number of specialist postings occupied by Special Constables is 1,089. This is a sizeable scale for specialist contribution, albeit it also reflects a very varied picture of the pace and scale of specialist role development across individual forces. The figures would represent broadly one in ten Special Constables having a specialist role, and as the available evidence suggests Specials with longer service are much more likely to be in specialist roles, the proportion of longer-serving Specials in specialist roles is likely to be significantly higher even than that one in ten figure.

Whilst this is the first time comprehensive data for numbers in specialist roles has been collected systematically at national level across all forces, there does appear to have been significant recent growth in specialisation over the past two years. A broad estimation would be that between a third and a half of the specialist roles have grown in police forces over the past two years since the last benchmarking report. This represents a major area of development for the Special Constabulary nationally.

The national totals for some key areas of specialisms are shown in the table below. The largest specialism currently by some margin is specialist roads policing, which has 346 Specials engaged, and represents almost a third of all Special Constables in specialisms. This also represents one of the areas of specialist role in Special Constabularies which has a longer history; a large majority of police forces (37 of the 44) have specialist roles in roads policing. The figures may represent an undercount of specialist public order roles, but nevertheless there are 140 Specials across 17 police forces identified in such roles, making it the second largest specialist area nationally. Several police forces have recently begun developing specialist public order roles, also reflecting this to be one of the more rapidly expanding areas of specialist work.

The table reflects a significant range of different specialisms across police forces; over 30 different areas of specialist role development, across a diverse range of areas of policing.

The gender of specialist Specials does reflect that a majority of Special Constables who specialise are male. This is particularly marked in the largest of the current areas of specialism, roads policing, where only 7.5% of Specials in specialist roads policing roles are female.

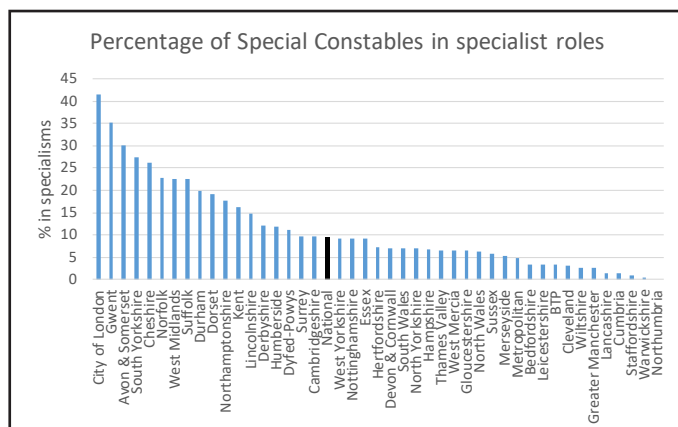
Specialism	Male	Male %	Female	Female %	Total	% of all specialist roles
Specialist Roads Policing roles	320	92.5	26	7.5	346	31.8
Specialist Public Order roles	123	87.9	17	12.1	140	12.9
Public protection and safeguarding specialist roles	50	73.5	18	26.5	68	6.2
Training roles	54	79.4	14	20.6	68	6.2
Specialist training roles	54	79.4	14	20.6	68	6.2
Rural crime, rural engagement, wildlife crime, County Watch, canal and river specialisms	50	87.7	7	12.3	57	5.2
Investigation	27	64.3	15	35.7	42	3.9
Enhanced search trained officers	38	100.0	0	0.0	38	3.5

# Value, role and contribution of Citizens in Policing

Specialism	Male	Male %	Female	Female %	Total	% of all specialist roles
Specialist pro-active or warrants team roles	29	76.3	9	23.7	38	3.5
Recruitment-related specialisms	26	76.5	8	23.5	34	3.1
Cyber	25	96.2	1	3.8	26	2.4
Vehicle recovery	23	92.0	2	8.0	25	2.3
Fraud and economic crime	19	90.5	2	9.5	21	1.9
Airport specialist roles	20	95.2	1	4.8	21	1.9
Royalty, diplomatic, parliamentary and other specialist protection	12	60.0	8	40.0	20	1.8
Arts and antiques specialisms	15	78.9	3	21.1	19	1.7
Marine	12	92.3	1	7.7	13	1.2
Football related specialisms	10	76.9	3	23.1	13	1.2
Dog section related specialisms	11	100.0	0	0.0	11	1.0
Aviation	3	30.0	7	70.0	10	0.9
Joint response	9	90.0	1	10.0	10	0.9
Specials horseback	6	75.0	2	25.0	8	0.7
Public transport related specialisms (excluding BTP)	6	75.0	2	25.0	8	0.7
Professional standards	4	57.1	3	42.9	7	0.6
Negotiator	4	100.0	0	0.0	4	0.4
Mental health team support	1	50.0	1	50.0	2	0.2
Hate crime	1	100.0	0	0.0	1	0.1
LGBT liaison	1	100.0	0	0.0	1	0.1
Firearms related	1	100.0	0	0.0	1	0.1
Custody related specialism	1	100.0	0	0.0	1	0.1
All specialist roles recorded	941	86.4	148	13.6	1,089	100.0

As with most aspects of CiP, there is widespread variation in the proportion of Specials in specialisms across police forces nationally. Some police forces have a third or more

Specials in specialist roles, whereas several other forces report having less than 5% of their cohort in specialisms.



## Cyber – The expanding contribution of Citizens in Policing

In the benchmarking surveys police forces identified 26 Specials and 504 other volunteers relating directly to 'cyber', 400 of whom were classified by their force as PSVs.

The roles performed in relation to 'cyber' vary widely, with some very technical in nature, and some less technical-based and primarily about supporting victims or working with vulnerable people to reduce vulnerability. The 'Cyber Special Cyber Volunteer' CSCV scheme has provided some degree of national umbrella and coordination. However, having said that, a sizeable number of local initiatives have also developed separately. As with just about all aspects of CiP, there is a sense of a patchy and inconsistent pattern of development of cyber, with a number of volunteer initiatives developed locally.

## Hours volunteered by VPCs, PSVs and OPCC volunteers

The data available nationally across police forces for the hours served by Special Constables (discussed below in the next section of this report) is much more substantive and complete than is the case for other categories of volunteers across CiP.

For Police Support Volunteers, nine police forces were unable to supply hours data, and several other forces indicated that they felt there were some gaps in their

data supplied. This reflects that fewer forces operate an IT system that records hours for PSVs than is the case for Specials, and also that the operating of some PSV roles lends itself less to routinised recording of hours than Specials roles.

The police forces reported collectively a figure of 378,000 hours served for PSVs. Given the missing data, and extrapolating in terms of the gaps of forces who could not provide data or identified gaps, that figure might grow to an estimation of 450,000–475,000 hours. This number is quite a lot lower than the estimated 650,000 hours served by PSVs in the 2016 benchmarking report. However, it may be that the difference simply reflects that both figures, and especially the 2016 figure, were broad estimates from limited data, rather than taking the data at face-value that there has been a reduction in hours served.

The data provided in respect of OPCC volunteer hours served is much more limited, and in reality renders making an estimation of a national figure challenging. Data was only available from half of OPCCs in respect of hours served. From this limited data, overall the hours served per volunteer appear to be lower for OPCC volunteers than for PSVs. Any national estimation based on the available figures is going to be a very broad one; somewhere in the region of 25,000–30,000 hours. This figure again sits well down on the estimation (again made with limited data) for OPCC volunteers of 60,000 hours in 2016. Once again, the data is too poor and incomplete to reliably conclude that the difference in estimations between 2016 and 2018 reflects a downward trend in actual hours served.

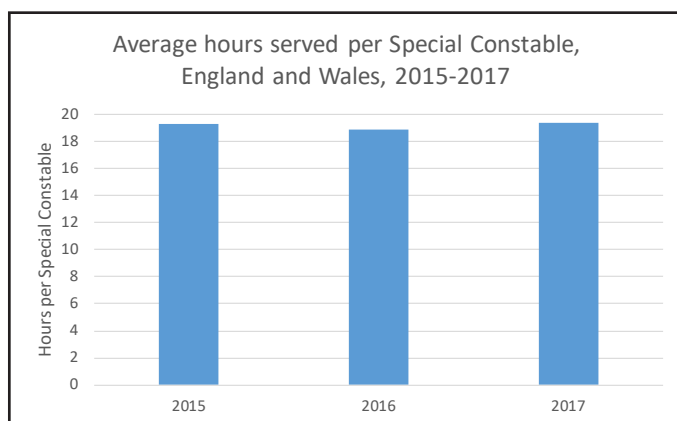
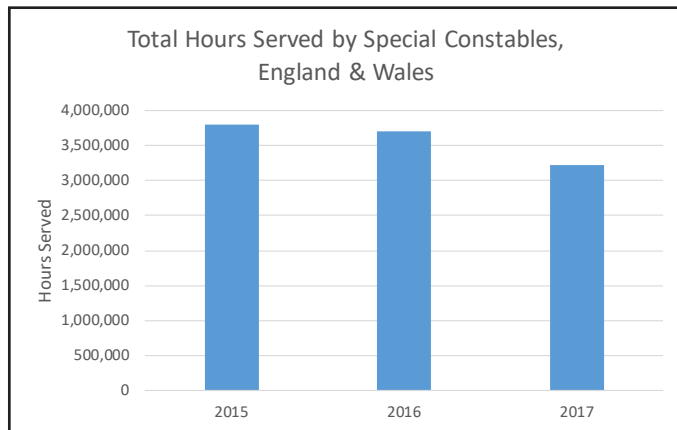
## Hours volunteered by Special Constables

The hours volunteered across England and Wales by Special Constables has declined over the past three calendar years, with the 3.22m hours served during 2017 representing a 15.5% reduction from the 3.79m hours served during 2015. The graph on the next page (top left) reflects that this is not related to a reduction in productivity per Special Constable, as the average hours



# Value, role and contribution of Citizens in Policing

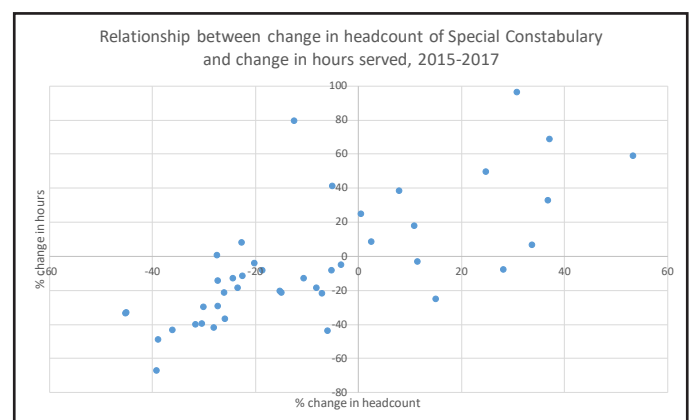
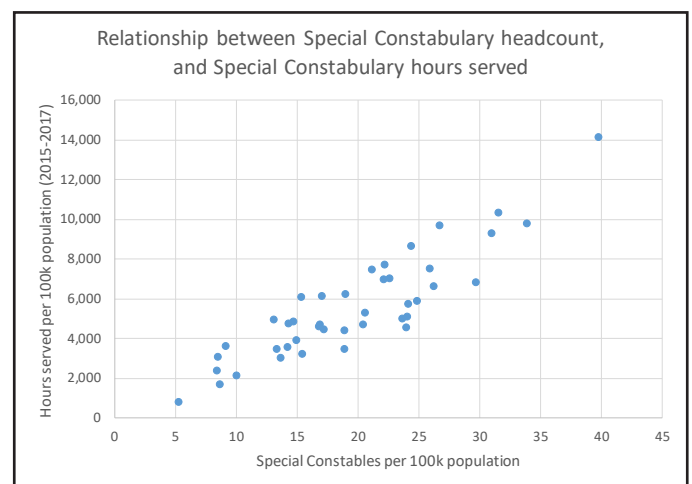
served by each Special Constable remained steady over the three year period, but reflects instead reductions in overall headcount (discussed later in this report).



Between 2016 and 2017, the hours served by Special Constables reduced in 31 Special Constabularies, whilst hours increased in 12 police force areas.

	2015 to 2016	2016 to 2017
Forces with an increase in hours	21	12
Forces with decreased hours	22	31
National annual change in hours served	-2.5%	-12.8%

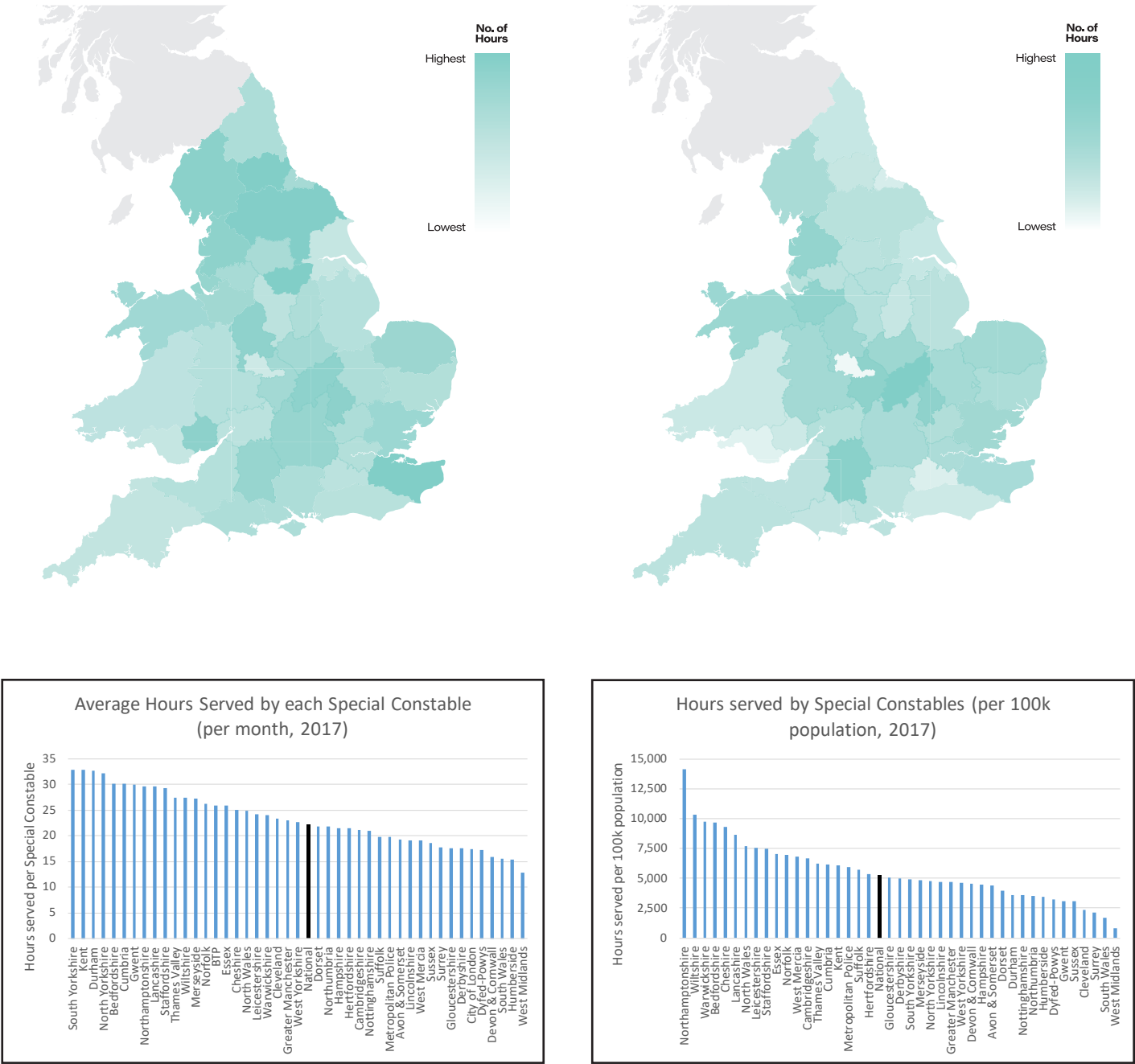
The relationship between headcount of Special Constables and hours served is quite strong within the data. The first graph below shows the hours served per 100k population, graphed against the headcount of Specials per 100k population, reflecting that increased headcount is related to higher hours served, and vice versa. The second graph below shows the change in hours 2015 to 2017, against the change in headcount of Specials 2015 to 2017. Only in a handful of forces has headcount reduced whilst hours have increased, or hours decreased as headcount has risen.



Having said the above about the relationship between headcount and hours served, there is nevertheless a quite wide variation in average hours served per Special Constable, with some police forces seeing averages of over 30 hours per Special Constable, whilst others are nearer 15 hours per Special.



# Average hours served by Special Constables



Overall, the hours served per 100k population varies very widely across the Special Constabularies.

# Value, role and contribution of Citizens in Policing

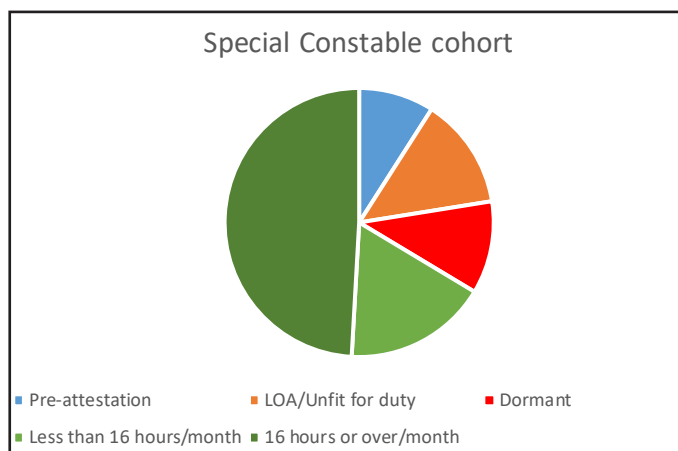
## Levels of activity and proportion 'Independent' across the Special Constabulary

Similar to the benchmarking surveys in 2016, in 2018 data was collected to understand the levels of activity and engagement across the Special Constabulary.

In the 2018 data, 9.1% of Specials were pre-attestation. A sizeable figure of 13.4% (one in every 7.5) Special Constables were unfit for duty or on leave of absence. Collectively, that means 22.5% of Specials nationally were either pre-attestation or not available as unfit or leave of absence; approximately 2,620 of the overall national cohort.

A further 11.1% (one in nine) Specials were dormant – in the sense they did not complete any hours in the data supplied for the benchmarking survey. This does refer to a specific period, and therefore it would be wrong to conclude that for all of those individuals that was a permanent dormancy – for some, they may well have served hours before and after the specific period in question.

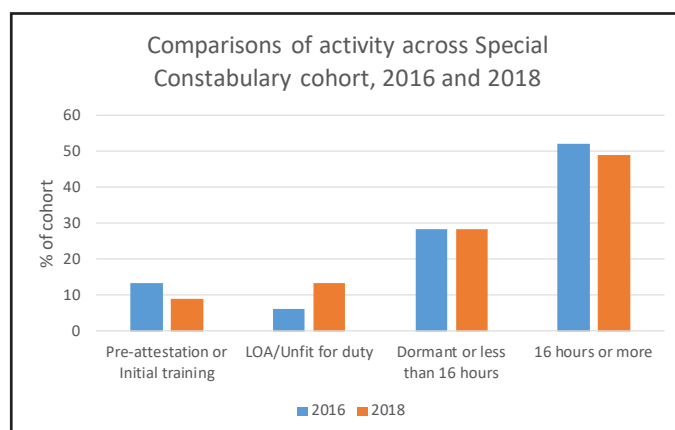
17.3% of Special Constables served some hours but under 16 hours, and 49.1% (just under half of Specials) served 16 hours or more.



The graph below compares activity across the Special Constabulary nationally for the two benchmarking surveys of 2016 and 2018. There was a slight reduction in the proportion of the cohort serving 16 hours or more, from 52% to 49.1%. There was a reduction in the proportion of Specials still in initial training phase, which may simply be reflective of the sharp reductions in levels of recruitment over the past two years.

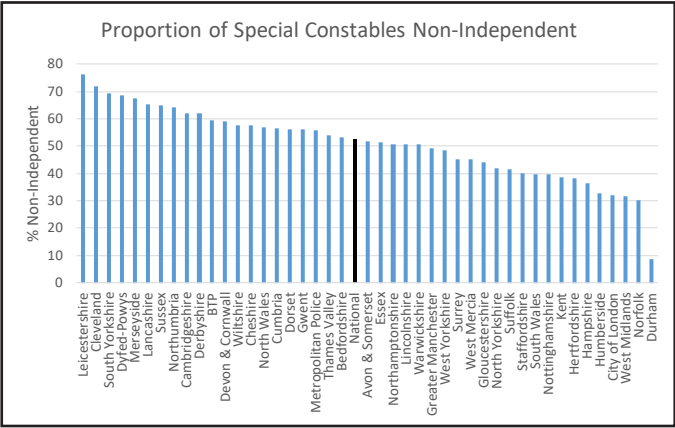
The rise in those on leave of absence or unfit for duty is difficult to account for; it is not clear why that would have changed over the past two years in as marked a manner as it has. This may be due to improved reporting, data capture and communication with Special Constables.

There is an underlying strategic argument that reductions in numbers of Special Constables (discussed later in this report) have in many police forces been about a process of 'rationalising' the cohort, and in particular of addressing (and removing from cohort) individuals who have not been active. In that context, it is disappointing that there is not instead a response in the engagement data upwards towards higher engagement figures, rather than that figure showing a small fall.



As is the case with many aspects of the Special Constabulary, there is quite wide variation in the proportion of Special Constables who have Independent Patrol Status, and the proportion non-independent. The graph below shows the proportions of non-independent patrol Special

Constables across forces.



# Numbers of volunteers across police forces

This section of the report looks at the data relating to the number of volunteers across police forces – primarily focusing on the numbers of Volunteer Police Cadets, Police Support Volunteers and Special Constables. The data explores both the trends in numbers at national level and

the variation in numbers across individual police forces. The data is strongest for Special Constables, allowing more detailed analysis of recruitment and attrition from the Special Constabulary.

## Key Findings

- Overall, at national level across England and Wales there are very different trends over recent years for the numbers of volunteers across different elements of Citizens in Policing;
- The Volunteer Police Cadets have seen substantial growth, the numbers of PSVs have remained broadly stable, and the number of Special Constables has fallen significantly;
- The number of Special Constables nationally has fallen consistently over the past six years since 2012, with the national figure (excluding BTP) of 11,690 in March 2018 representing a reduction of 41.2% from the 20,343 Specials recorded in March 2012. This reduction in numbers has been widespread across police forces nationally, with 39 of the 43 forces showing reductions since 2012, 34 of those forces having reductions of at least 20% during that period and 18 forces showing reductions of over 40%;
- The fall in Special Constable numbers reflects both lower than historical-trend levels of recruitment into the Special Constabulary and higher than historical-trend levels of resignation from the Specials;
- The number of Police Support Volunteers has seen little change, remaining broadly the same over the past two years in the region of 8,000-8,500 nationally;
- The numbers of VPC, PSV and Special Constables all vary widely across police forces. One of the most marked features of the data across CiP is in the sheer scale of variation between different police forces;
- The growth of the VPC has been rapid and substantial, growing to a figure of 11,995 VPC across forces in January 2018. The number of VPC Units across forces has doubled since 2015 to 500 Units. There are significant plans for future growth, with an increase to 15,000 Cadets planned by 2020 across police forces.

- The pattern of growth nationally in the VPC is also shifting. Whilst the Met remains the police force with the highest concentration of VPC per population, the bulk of growth over the past two years, and the bulk of the planned increase in numbers over the next two years, is outside of London;
- In terms of percentage growth, the VPC has been the fastest growing uniformed youth organisation in the country;
- Bolstering further the growth in numbers of young people engaged across Citizens in Policing, the Mini Police has expanded rapidly, in terms of number of young people engaged, number of schools and number of participating police forces.

## Number of Special Constables

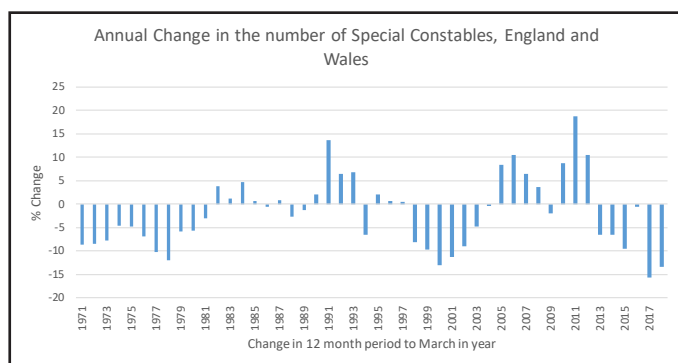
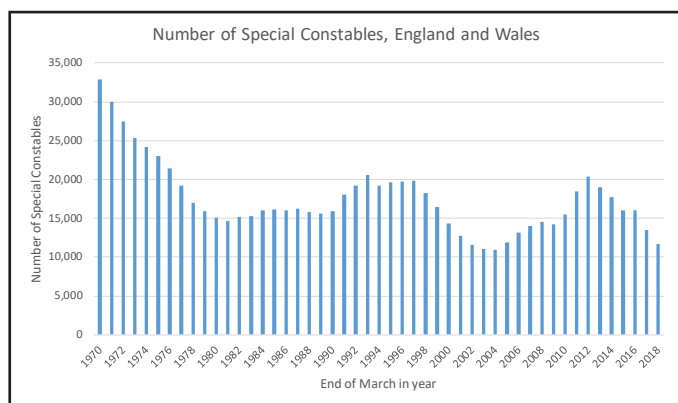
The number of Special Constables recorded for 31st March 2018 was 11,690, (11,992 including the BTP). This marks a 13.4% annual reduction from the figure of 13,503 (13,818 including BTP) for 31st March 2017, and represents a 41.2% fall in total (down 8,653) over the past six years from the peak of Special Constable numbers in 2012 of 20,343.

The table below reflects that reductions in numbers of Special Constables has now been a consistent picture over the past six years. Within this, there has been a quite significant acceleration in pace of reductions over the past two years, with double-digit annual reductions of 15.6% in the twelve months to March 2017, and now 13.4% reduction in the year to March 2018.

	Number of Special Constables (not including BTP)	% change on previous six months	% change on previous twelve months
March 2018	11,690	-7.2%	-13.4%
September 2017	12,601	-6.7%	-15.2%
March 2017	13,503	-9.2%	-15.6%
September 2016	14,864	-7.1%	-7.3%
March 2016	15,996	-0.3%	-0.5%
September 2015	16,050	-0.1%	-4.3%
March 2015	16,074	-3.9%	-9.4%
September 2014	16,722	-5.6%	-7.3%
March 2014	17,789	-1.5%	-6.4%
September 2013	18,068	-5.0%	-5.7%
March 2013	19,011	-0.7%	-6.5%
September 2012	19,154	-5.9%	-1.3%
March 2012	20,343		

# Numbers of volunteers across police forces

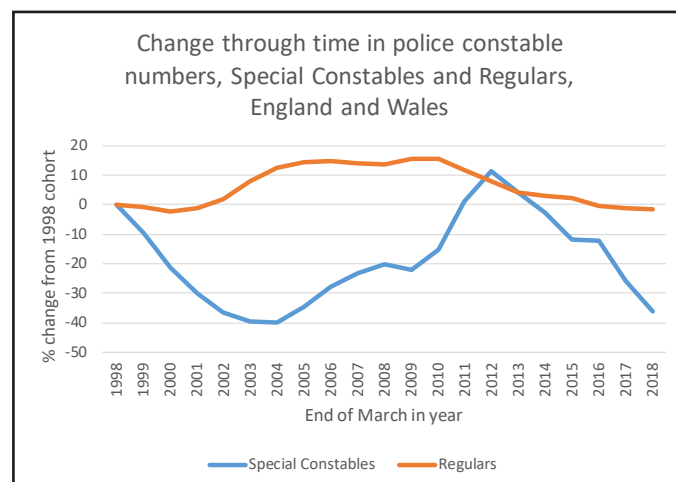
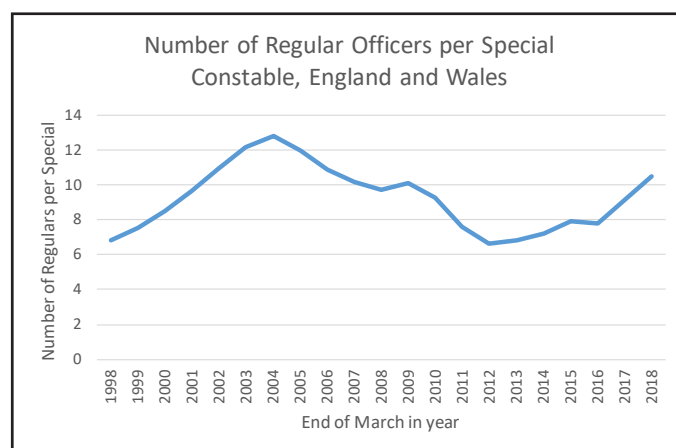
The graphs below show firstly the trend in Special Constabulary national numbers for England and Wales over the past five decades (minus BTP), and then the annualised percentage change in numbers of Special Constables over the same period.



The current figure of 11,690 Special Constables (excluding BTP) is now just 702 higher than the all-time low in Special Constabulary numbers, recorded in March 2004 at 10,988. It would require a further fall of 6% to reach that all-time low. Across the past 20 years of annual data, the average annual total of Special Constables sits at 15,438 – the current figure for Special Constables is 3,748 below that average, and would require growth by a third from the current figure (+32.1%) to re-establish numbers at that longer-term average.

The first graph below shows the ratio of Regular officers to Special Constables over the past twenty years. When the graph goes lower, as it did for most of the period between 2004 and 2012, it reflects nationally that there are a

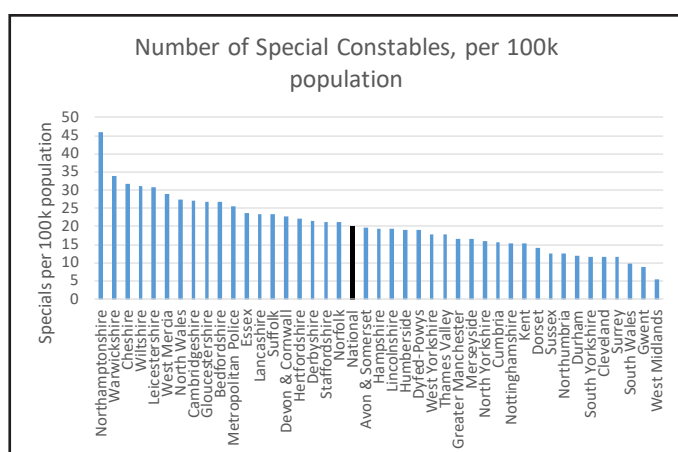
growing number of Special Constables in proportion to the number of Regulars, and conversely when the graph rises, as it has done since 2012, it reflects that there are fewer Special Constables compared to Regulars. The second graph shows the relative change in Special Constabulary and Regular numbers over the past two decades, based on variation from the starting point in the data set of 1998. The graph reflects that the variation in number of Special Constables (both upwards and downwards) is much more marked than has been the case for Regulars. The sorts of reductions in numbers seen across Special Constabularies annually in the two most recent annual data periods (15.6% and 13.4%) have been more or less as large in a single year as the totality of movement in the Regulars data from the 1998 benchmark year over the two decade period. As is the case for VPCs and PSVs, there continues to be



wide variations in the comparative scale of the Special

The map and graph at the bottom of the page below shows the number of Special Constables per 100k population of the force area. It shows a wide spread, with in effect Northamptonshire at one extreme of the graph, having for its population nine times the number of Special Constables that the West Midlands has at the other end of the graph. Putting those two relative outliers to one side, there are several forces with 30 or more Specials per 100k population, and several with around ten or less.

An alternative way to compare numbers between different Special Constabularies is to look at the ratio of Regular



Police Force	Regulars per Special Constable
Northamptonshire	3.5
Wiltshire	4.0
West Yorkshire	4.5
Leicestershire	5.0
West Mercia	5.0
Cambridgeshire	5.5
Derbyshire	5.5
Bedfordshire	6.0
Gloucestershire	6.0
Suffolk	6.0
Staffordshire	6.5
Devon	7.0
Hampshire	7.0
Devon & Cornwall	7.0
Hertfordshire	7.5
Lincolnshire	7.5
North Yorkshire	8.0
North Wales	8.0
Avon & Somerset	8.0
Norfolk	8.5
London	9.0
London, City of	9.0
Humberside	9.5
Northumbria	9.5
North Wales National	10.5
Nottinghamshire	11.0
Dorset	11.5
Kent	12.0
Sussex	12.0
Dyfed-Powys	12.0
West Yorkshire	12.5
Metropolitan Police	13.0
Greater Manchester	13.5
Cumbria	14.0
Surrey	14.5
Merseyside	15.0
Durham	15.0
South Yorkshire	15.5
Northumbria	18.0
Cleveland	19.0
South Wales	22.0
West Midlands	24.0
Gwent	42.0

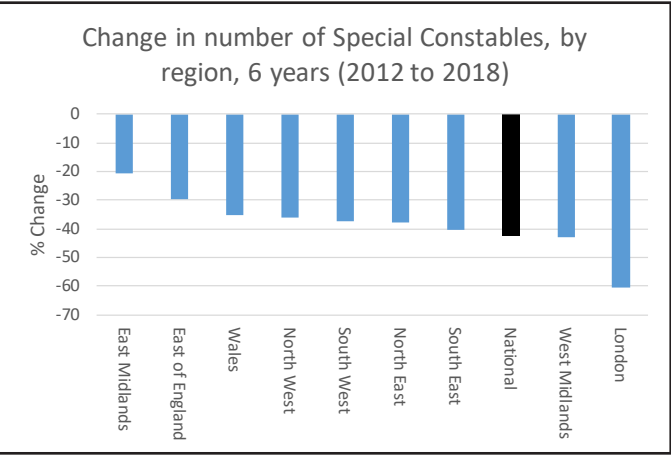
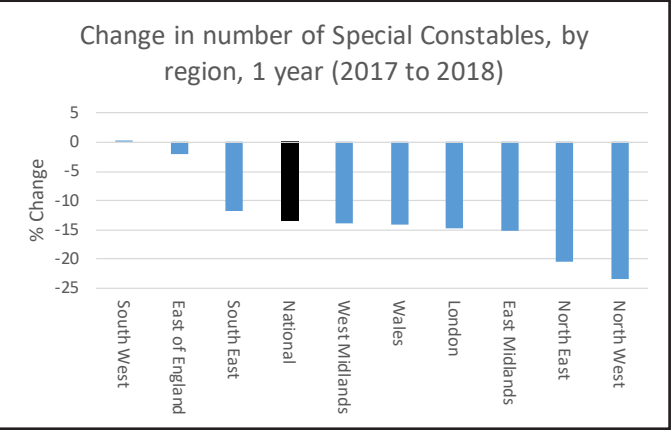
the six years since 2012 (the right hand graph below), every region has seen reductions, albeit these have varied quite significantly in scale. Whilst the change in the London region (in effect reflecting the Metropolitan Special Constabulary reductions) have been over 60% in the past six years (six out of ten fewer Specials), in the East Midlands that figure is only one fifth fewer Specials (-20.6%) and in the East of England just under a third (-29.7%).

Looking at the graph at top left of the next page this shows the reductions only for the past twelve month period, 2017 to 2018. The South West saw a slight increase in the last year (+0.3%), and East of England only a very small decrease (-1.9%), whereas the North West (-23.4%) and the North East (-23.4%) had levels of reduction over the most recent twelve month period that were higher than the national average reduction (13.4%).

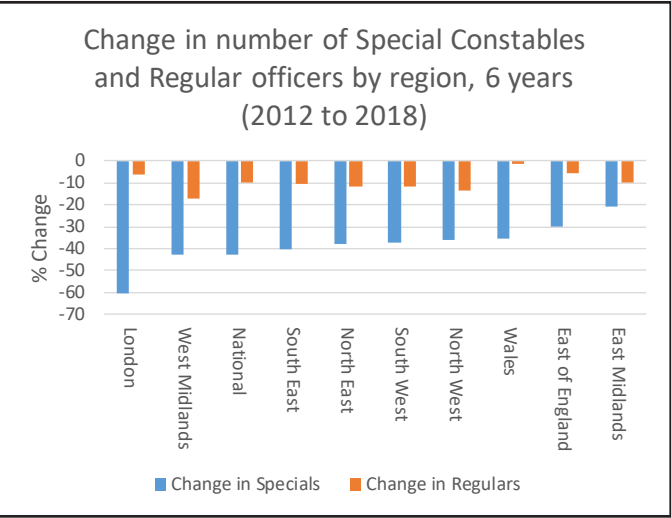
The graph below compares the reductions, by region, for

# Numbers of volunteers across police forces

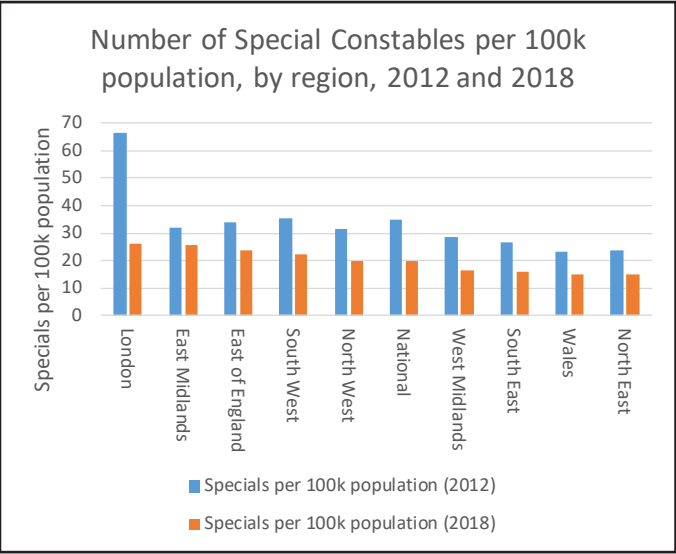
Special Constables and for Regular officers over the past six years.



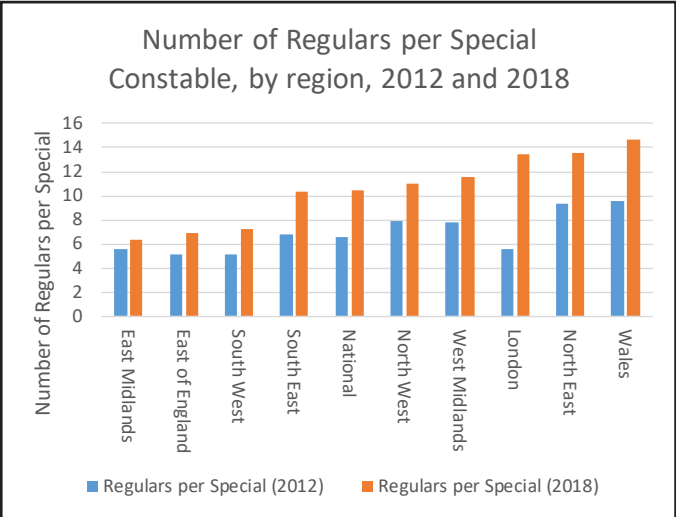
In terms of the comparative scale of Special Constabularies regionally, despite the scale of reductions over the past six years, looking at the figures in terms of Special Constables



per 100k by region. London still has (slightly) the largest Special Constabulary per population in its region. Wales and the North East have historically had smaller Special Constabularies than elsewhere in the country, but as can be seen in the graph, whilst this remains the case it has become somewhat more marginal in the past six years. Looking at the Regulars: Specials ratio by region, the East Midlands has the lowest number of Regulars per Special Constable, and Wales the highest. It is notable how much



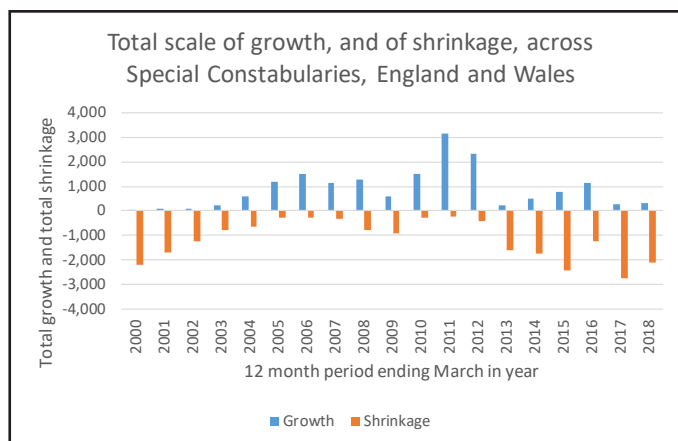
variation there is by region in that ratio, with East Midlands, East of England and South West having comparatively more Specials for each Regular officer than Wales, North East and London. As would be expected, London has seen the most marked shift in that measure over the past six years, having seen not only the largest fall in Special Constable numbers but also the third smallest fall in Regulars over the period.



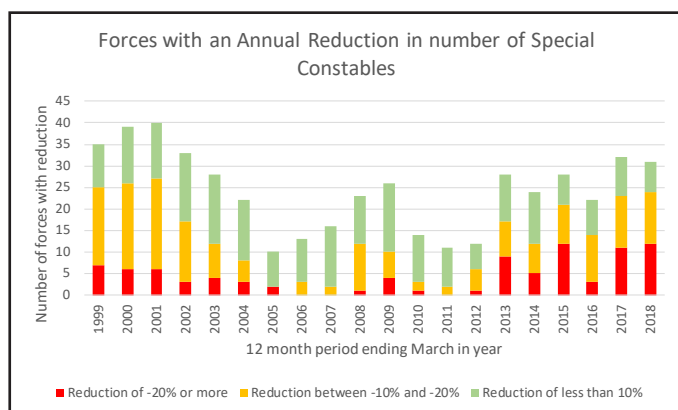


## The widespread nature of reductions in the Special Constabulary

A pattern of very limited growth, and of quite widespread shrinkage, at individual Special Constabulary level is shown in the graph below.



The graph above clearly shows not just the scale of reductions again across those Special Constabularies which are getting smaller, but also the near-absence of growth in forces over the past two years. The graph below similarly shows that patterns of reduction in numbers are seen quite widely across forces.

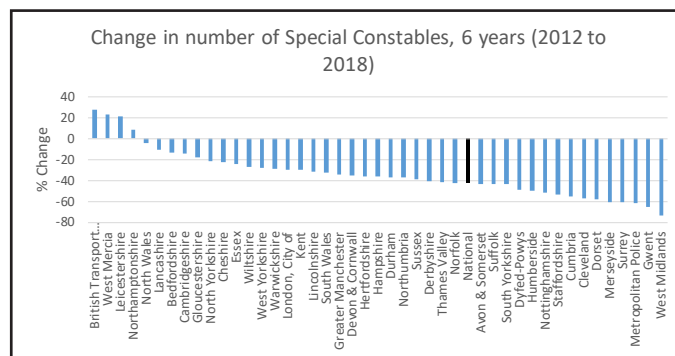
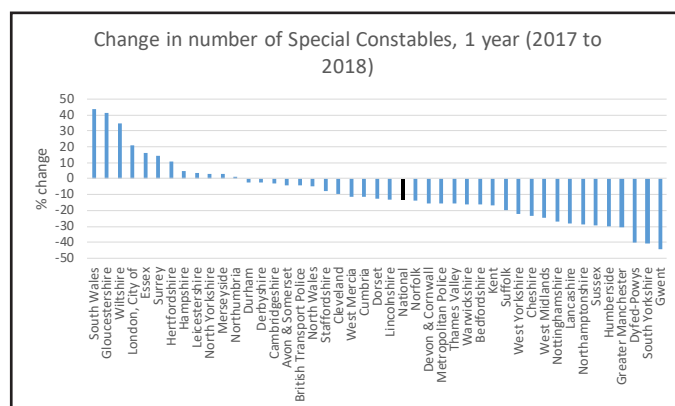


For the second year running, over 30 forces saw their Special Constabulary become smaller. Again, consistent with 2016-2017, a dozen forces saw reductions of over 20% (one in five fewer Specials) within a single year.

Eight of the forces where the Special Constabulary shrank by 20% or more in 2017-2018 also saw reductions of 20% or more in the preceding annual period 2016-2017 – GMP (a 30.4% reduction following on from a 23.6% the previous year), Humberside (30.4% this year, 33.6% the previous year), Northamptonshire (28.7% following a 34.3% reduction), South Yorkshire (40.6% and 29.2%), Sussex (29.6% and 22.2%), West Midlands (24.4% and 32.3%), West Yorkshire (22.4% and 48.8%) and Gwent (44.6% and 27.0%).

To put the scale of some of these reductions in context, 20%+ reductions represent a larger percentage change, in a single year, than the totality of the (much talked about and debated) 14.9% percentage national reduction in Regular officers since 2009.

As is typically the case with Special Constabulary data, national trends reflect a very wide variation in data at individual force level. The following two graphs show the percentage change in Special Constabulary numbers for the past year, and over the six years since 2012.



# Numbers of volunteers across police forces

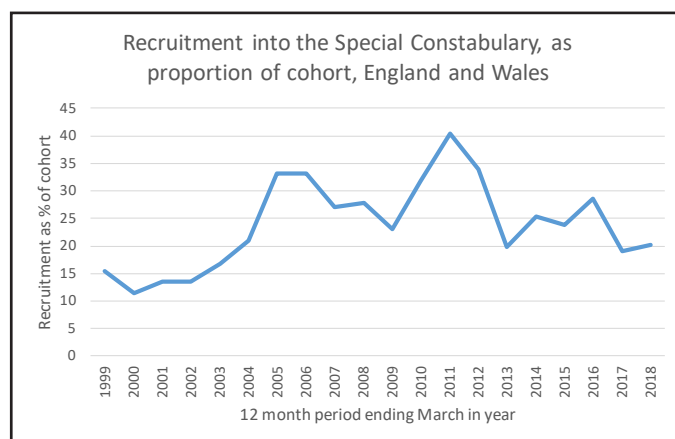
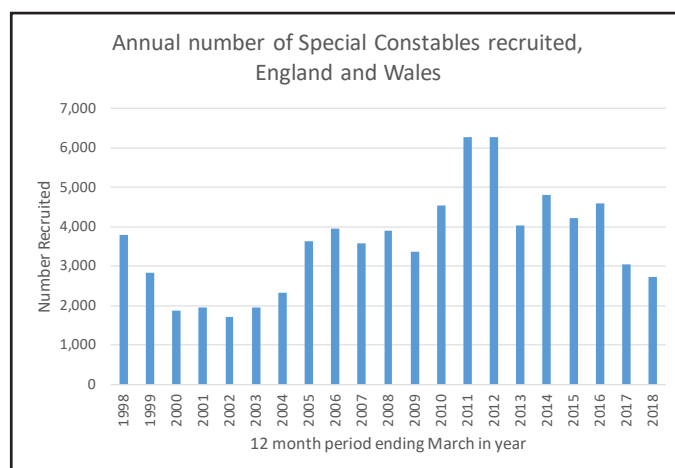
## Recruitment into the Special Constabulary

One of the more striking figures within the March 2018 data for Special Constables is the number of Special Constables recruited in the twelve month period to 31st March. In this period 2017-2018 there were only 2,723 new recruits into the Special Constabulary. This represents a recruitment rate of 20.2% of the cohort as a whole. This is numerically the lowest recruitment figure since the twelve month period 2003-2004. The figure does sit broadly consistent with that of 3,041 Special Constables being recruited in the twelve month period to 31st March 2017, which represented a 19.0% national recruitment rate. However that figure, as can be seen in the table below, represented a quite steep drop from other recent years.

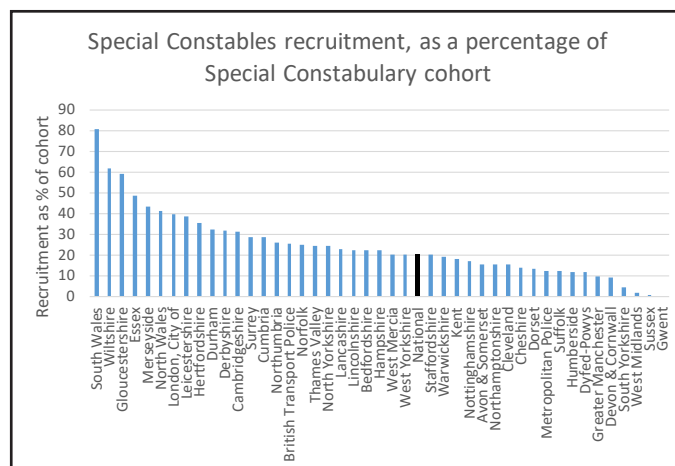
Year ending 31st March	Number of Special Constables joining in the year	Recruitment as a % of overall numbers
2008	3,904	27.8
2009	3,358	23.1
2010	4,546	31.9
2011	6,275	40.5
2012	6,263	34.0
2013	4,045	19.9
2014	4,804	25.3
2015	4,217	23.7
2016	4,606	28.7
2017	3,041	19.0
2018	2,723	20.2

As would be expected, during the period of growth in Special Constabulary numbers between 2004 and 2012, the annual recruitment rate into the Special Constabulary stood at 31.3%. During the subsequent period of reduction in numbers between 2012 and 2018, the annual average

recruitment rate has reduced to 22.8%. The two graphs below show the annual numbers recruited into the Special Constabulary over each of the past twenty years, and the annual rate of recruitment (expressed as a percentage of the overall cohort size of Special Constables).



Looking at recruitment figure at force level, there is a large scale of variation across the 44 forces.

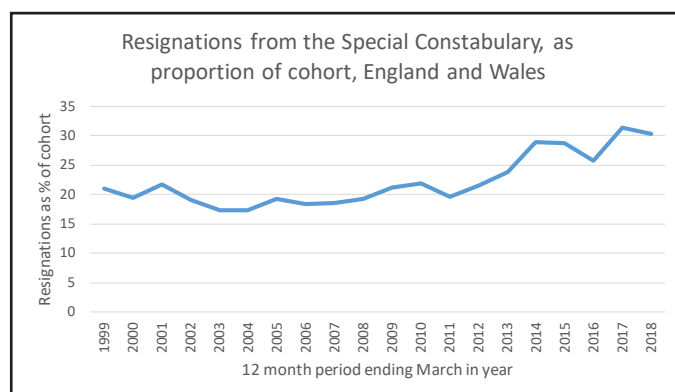
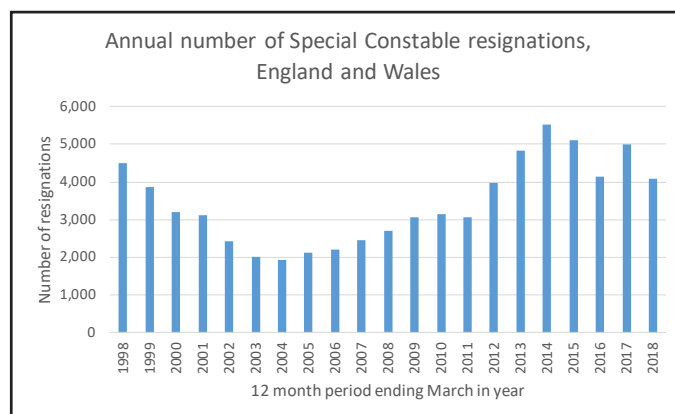


## Leavers from the Special Constabulary

The last two years of data represent the highest attrition rates recorded for the Special Constabulary since the modern period of data records began in 1998. During the twelve months to end of March 2018, there were 4,095 Special Constables who ended their volunteering, representing an annual attrition rate (the percentage of the Special Constabulary departing during the year) of 30.3%. This compares with 5,008 leavers in the 12 month period to March 2017, which represented a 31.3% attrition rate. The numbers leaving and attrition rates for the past decade are shown in the table below.

Year ending 31st March	Number of Special Constables joining in the year	% attrition
2008	2,690	19.2
2009	3,071	21.1
2010	3,130	22.0
2011	3,052	19.7
2012	3,983	21.6
2013	4,837	23.8
2014	5,515	29.0
2015	5,110	28.8
2016	4,138	25.7
2017	5,008	31.3
2018	4,095	30.3

The two graphs below show the annual attrition from the Special Constabulary, and this attrition expressed as a percentage of the overall cohort of Special Constables, to show an annual rate of attrition.



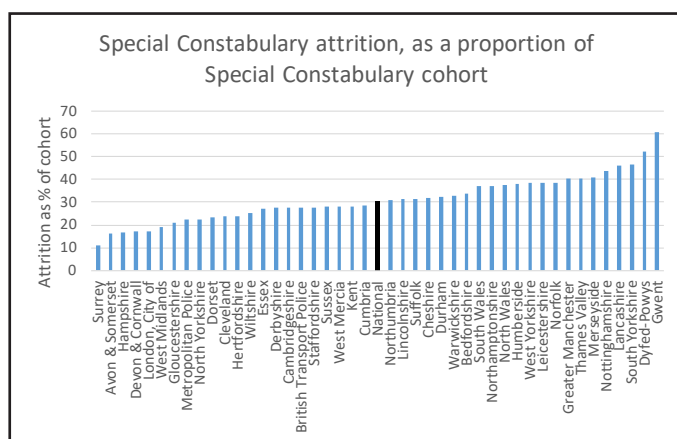
In broad terms, the annual rate of attrition from the Special Constabulary sat broadly stable at or around 20% between 1998 and 2011. Since 2011 the rate of attrition has steadily climbed up to over 30%. From 2012 onwards, there have been (numerically) markedly greater numbers leaving the Special Constabulary than has been the case in the preceding decade of annual data, representing a key factor in the overall reduction in numbers. Some of this rise in attrition from the Special Constabulary during that period has been fuelled by disproportionately large numbers leaving the Metropolitan Special Constabulary, a point discussed in more detail in a later section of the briefing.

The data reflects almost one in three Special Constables leaving during the year, which is clearly a very high figure

# Numbers of volunteers across police forces

and challenges sustainability of models for the Special Constabulary. These rates of attrition, upwards of 30%, also sit much higher than the national recruitment rate of 20.2% discussed in the previous section. In basic terms, the data shows one in three Special Constables leaving, whilst recruitment replaces only one in five.

The graph below shows the variation in attrition rates over the past twelve months up to 31st March 2018, for each force nationally. As has been seen in previous year's data, it is striking what a widespread variation there is across forces nationally.



As the graph above shows, whilst the national average for attrition is itself at a high-point over recent years of over 30%, there are twenty-two forces with higher rates than the national average, and sixteen forces had attrition rates of over a third of the Special Constabulary cohort leaving within the year. In contrast, at the other end of the graph six forces have an attrition rate of under 20% (Surrey, Avon & Somerset, Hampshire, Devon & Cornwall, City of London and West Midlands).

The levels of resignation from Special Constabularies vary widely across the country. This likely reflects a range of factors including:

- Patterns of Regular recruitment locally;
- The relative proportion of Regular-pathway and 'career' Special Constables in the local cohorts, and related

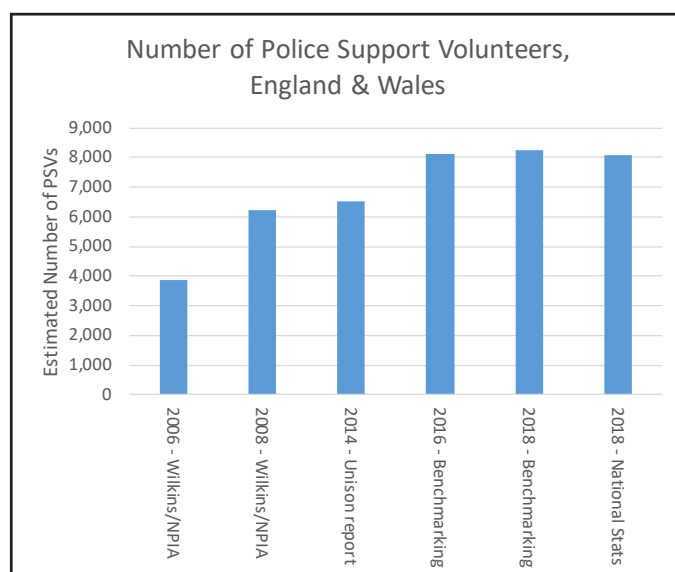
patterns in the demography of recruitment;

- Research by the IPSCJ and others has consistently identified the impact of issues of the quality of experience, morale, levels of support and quality of leadership impacting upon decisions to resign from, or remain in, the Special Constabulary;
- As many Special Constables leave early in their careers as a Special (the average point of resignation tends to be in the range of 18 months to two years of service), the factors of experience which associate with attrition will likely predominantly relate to aspects of early experience. In particular IPSCJ research has pointed to issues of adequacy of practical elements of training, and how initial periods of induction and competency development are supported and managed;
- 'One off' factors in some forces.

## Number of Police Support Volunteers

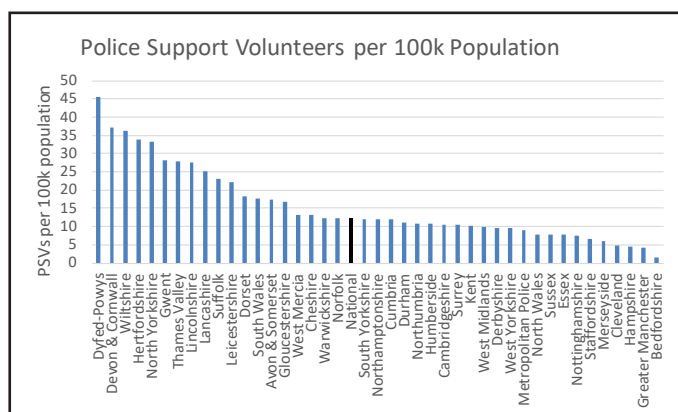
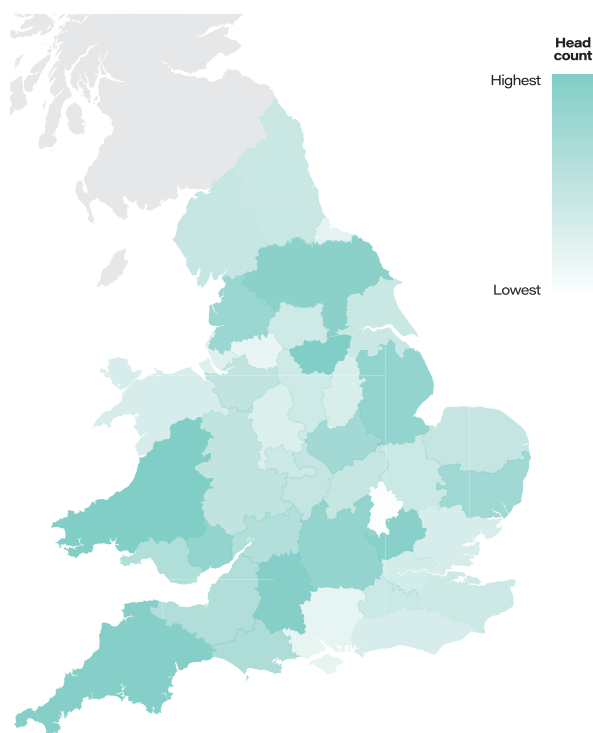
Nationally, the number of Police Support Volunteers seems to have remained broadly stable over the past two years. The 2018 benchmarking survey recorded 8,265 PSVs, a slight increase on the 8,106 recorded by forces in 2016.

Whilst the 2018 figure in the national workforce statistics is missing data from two forces, extrapolated to represent all forces, that figure comes out very similarly to the benchmarking survey national total, at 8,093.

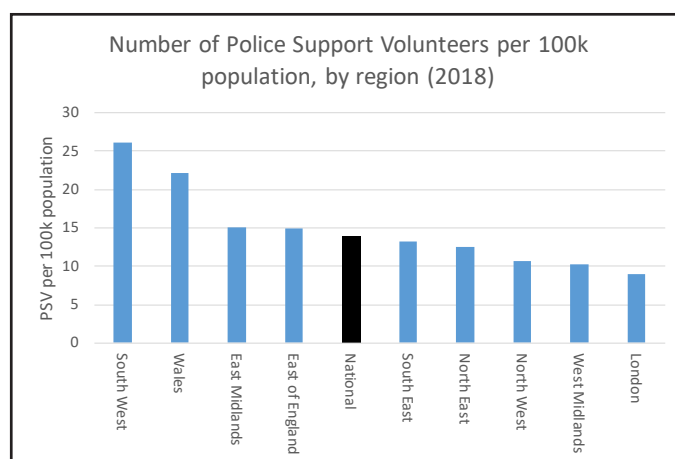


There remain some inconsistencies in terms of the working PSV definition across forces, and there also remain some data quality assurance issues at force level in respect of PSV numbers, so such national total figures should be treated with a degree of caution in terms of accuracy. Likewise, comparisons of numbers across forces are challenged by both the data quality and the definitional issues. With that caveat, the data is presented in the below map and graph in respect of the number of PSVs per 100k population by police force area.

## Average hours served by Special Constables



Reflecting the marked variation at force area between PSV numbers, this is also evident at regional level, as shown in the graph below, which shows the number of PSVs recorded in the South West and in Wales to be notably above national average, and the numbers in London, West Midlands and the North West to be substantially below national average.



## Number of OPCC volunteers

Both the 2016 and 2018 benchmarking surveys have had incomplete returns from OPCCs in respect of OPCC volunteers. As such, both the 2016 figure of 2,900 and the 2018 figure of 2,550 are estimations based on data which is missing returns from some areas. The 2018 data set is much more complete than was the case in 2016 (37 OPCC responses in 2018, 22 in 2016). Given the gaps in data, whilst the estimated number has fallen, it is difficult to know whether this represents a real reduction. There are also some indications, from other data sources, that the actual figure may be higher than 2,550.

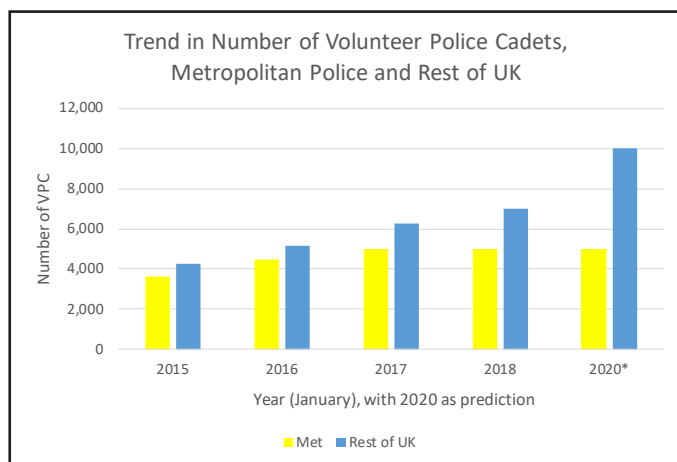
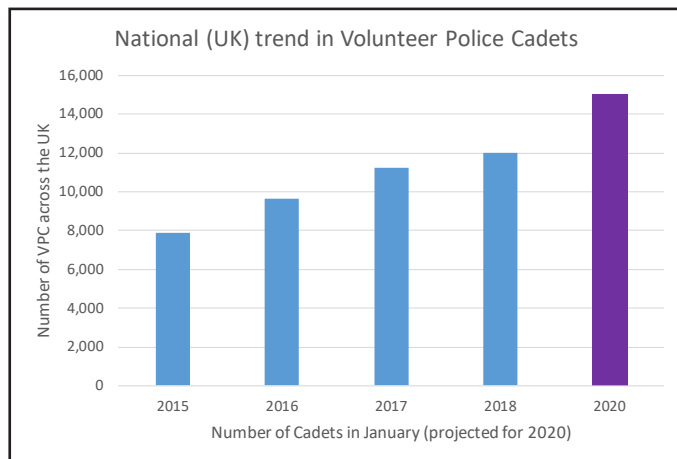
This clearly reflects that there remains a challenge of gathering comprehensive data in respect of OPCC volunteers.

## Number of Volunteer Police Cadets

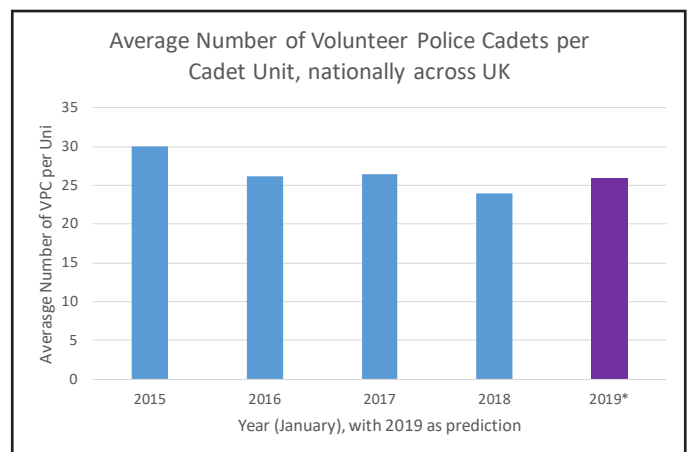
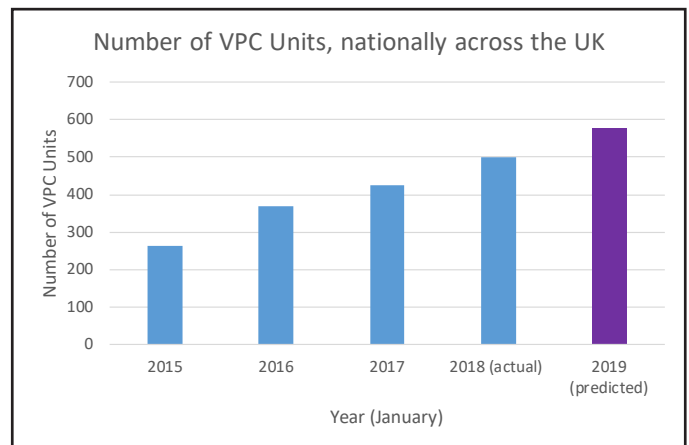
The number of Volunteer Police Cadets (not including Mini Police) has grown steadily and significantly year on year

# Numbers of volunteers across police forces

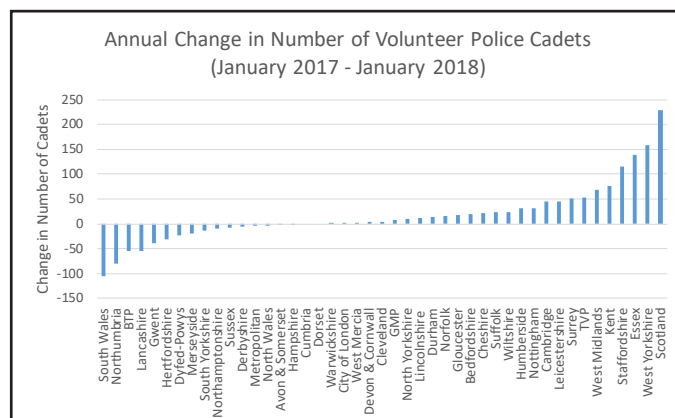
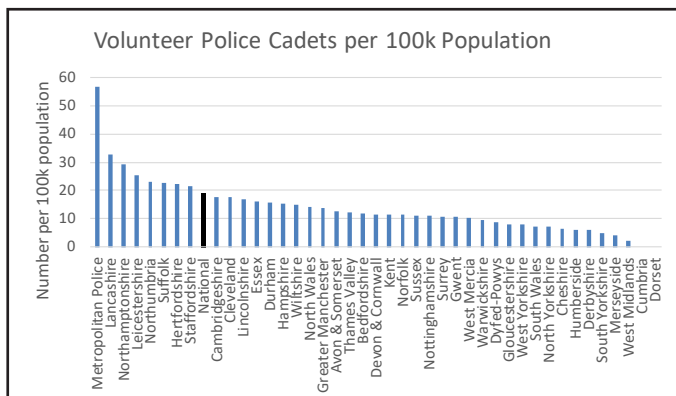
across the UK, to reach a total (including Police Scotland) to 11,995 in January 2018. Forecasts of growth across police forces through to 2020 see that number growing to circa 15,000 Cadets. Historically, a sizeable proportion of VPC have been in the Metropolitan Police; as shown in the graph on the right below, almost half of Cadets were in the Met in 2015, however the recent and predicted ongoing growth is primarily outside of London.



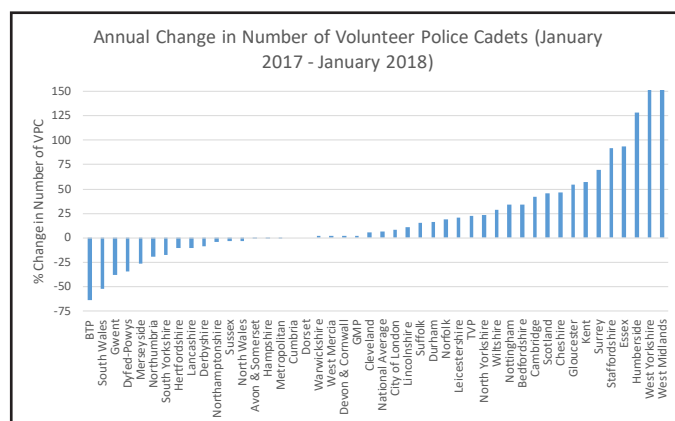
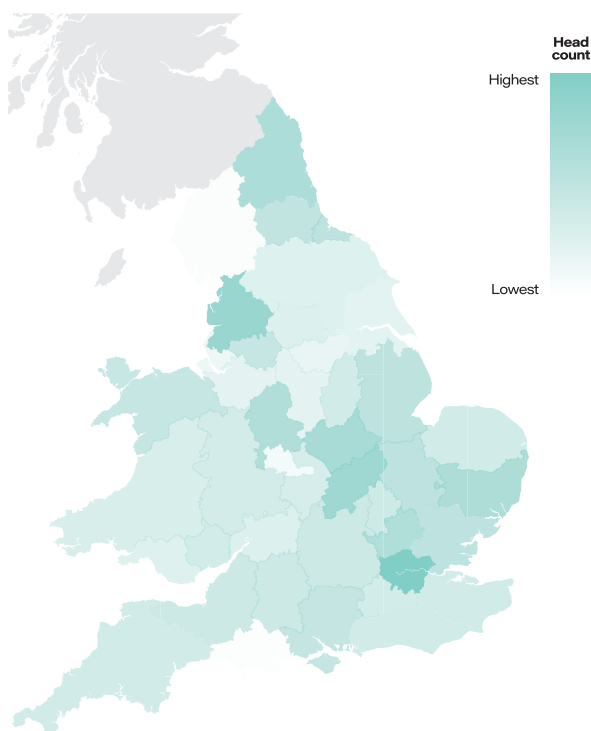
The number of Volunteer Police Cadet units has also grown significantly and consistently over recent years, as shown in the graph below, from just over 250 Cadet units in 2015 to a doubling to almost 500 in 2018. As the number of Cadet units has grown, the average number of Cadets per unit has slightly tracked downwards over recent years.



There is a wide variation in VPC numbers across police forces, as shown in the graph and map on the next page. The Metropolitan Police retains the greatest concentration of Cadets. In terms of the distribution of VPC per 100k population, only eight forces sit above the national average (reflecting the 'pull' on that average caused by the large figures within the Met), and a sizeable proportion of forces have numbers of Cadets well below that national average position. At the time the data was collected in January 2018 Cumbria and Dorset stated they had no Cadets; Cumbria has since commenced an extensive roll out of its VPC program.



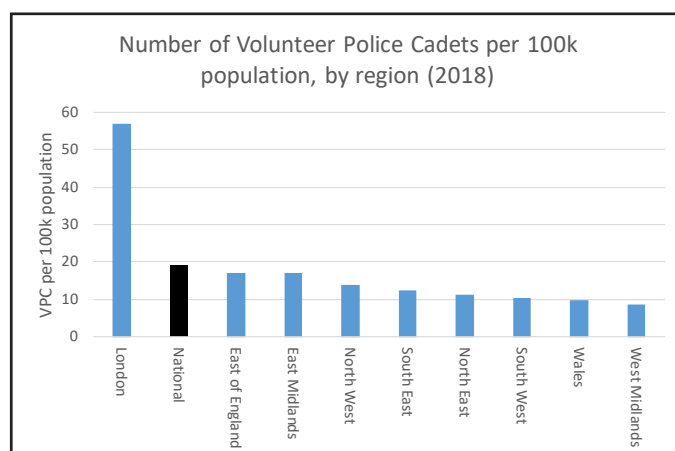
## Cadets per population



across regions in the number of VPC; the most marked difference (reflecting the Met numbers) being the London region, which has significantly more VPC per 100k population than any of the other CiP regions.

As seen in the graphs at the top right of this page (the first of which shows annual numerical change in numbers and the second percentage change), there has been quite wide variation in patterns of growth and shrinkage across forces. The majority of police forces saw growth in their number of VPC but in over half of those growing forces, the scale of growth was relatively small.

Regionally, there is also some quite significant variation

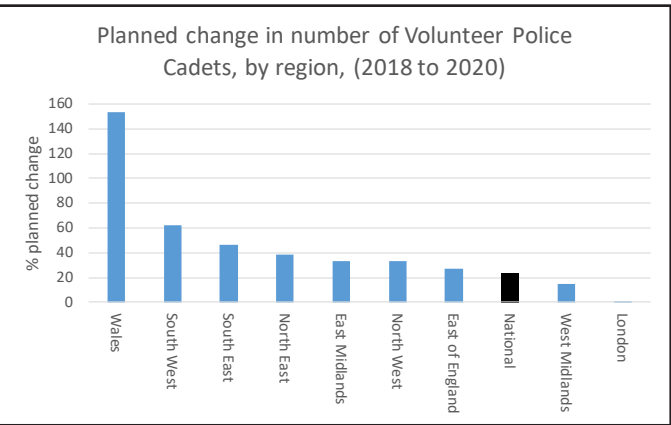
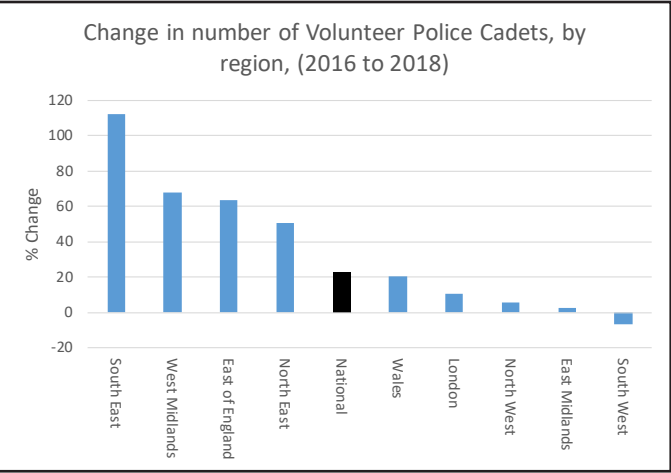


Recent patterns of change in VPC numbers (between 2016 and 2018), and predictions by forces of future growth in

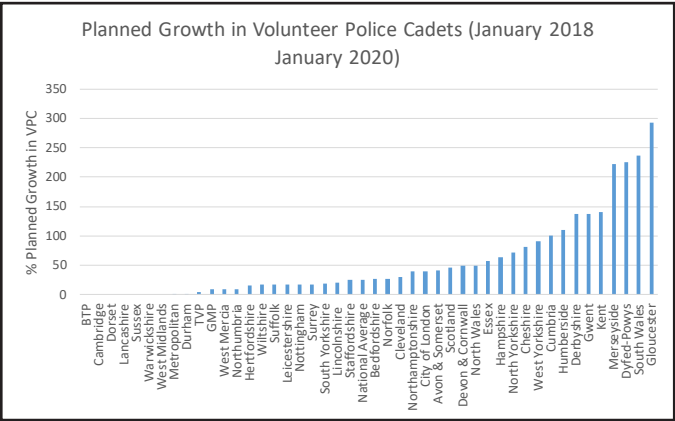


# Numbers of volunteers across police forces

numbers of VPC (2018 to 2020) are shown respectively in the two graphs below. Once again, they show quite wide variation across the country.



Looking at planned growth in VPC numbers by police force, there are some forces which are predicting significant percentage growth over the next two years, which if it occurs will represent a further transformative change in the scale of the VPC in a number of force settings.



The emergence and growth of the



## Mini Police

The Mini Police programme has grown from its roots in Durham to now engage 14 police forces, 159 schools and 2,910 young people, and again has significant plans for future growth;

The table below summarises the number of Mini Police at the point of data gathering earlier this year. The four forces without numbers were in development at that stage.

In terms of future growth, there are plans in place to expand to 142 more schools during the 2018-2019 academic year, which would add 1,538 further Mini Police. If that growth occurs, total numbers would then be 301 schools and 4,448 Mini Police.

The data (bottom left) reflects those Mini Police schemes

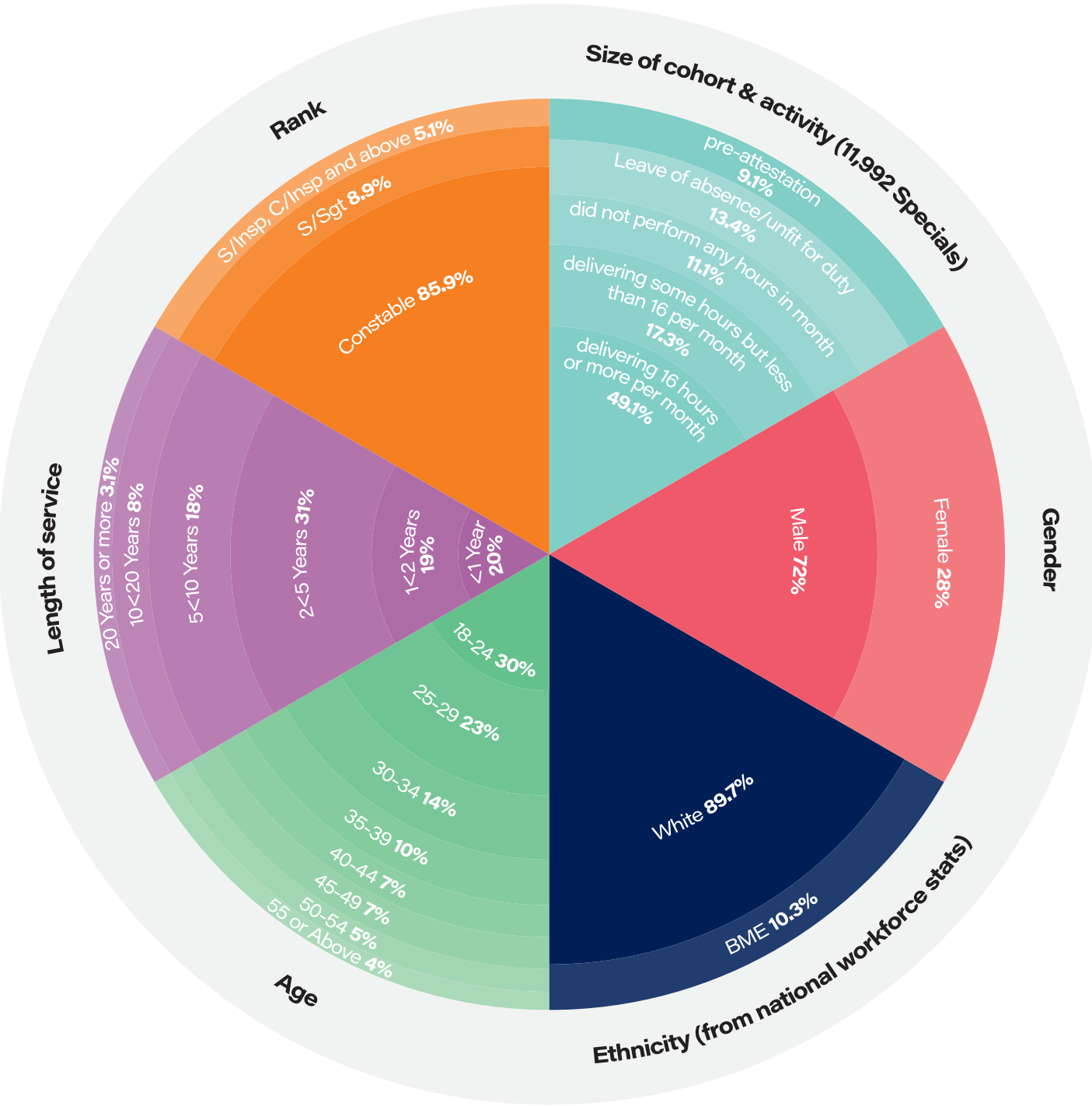
that have emerged as the evolution of the 'Mini Police' from Durham. There are also other police forces who have programmes that are very similar in nature. If these additional schemes are included, then the current total for Mini Police and equivalent roles, based upon police force returns into the VPC annual census in January 2018, was 4,327 young people engaged across 555 schools. Police forces with major numbers of young people engaged in activity similar to the Mini Police include Bedfordshire (660), Cheshire (500), Lancashire (50), Staffordshire (1,598), Warwickshire (60), and West Mercia (132).

There is a need, in terms of ongoing national data work, to clarify definitions and counting rules in respect of the Mini Police and similar police force schemes. During late 2018 and early 2019, the IPSCJ is undertaking a national evaluation across the Mini Police programme, as one of the national Citizens in Policing pilot projects.

	Number of Schools	Number of Mini Police
Durham	95	1,710
Cumbria	25	520
Merseyside	10	201
Northumbria	15	150
Nottinghamshire	3	130
Thames Valley	3	60
Gwent	3	60
Lincolnshire	3	34
Avon and Somerset	1	30
City of London	1	15
Cleveland	0	0
Cheshire	0	0
Hertfordshire	0	0
Dyfed Powys	0	0
National	159	2,910

# Numbers of volunteers across police forces

## About Special Constables



# Length of Service, Age and Diversity of Volunteers

This section of the benchmarking report looks across the demography and diversity of those who volunteer in

policing, and also explores patterns of length of service for volunteers.

## Key Findings

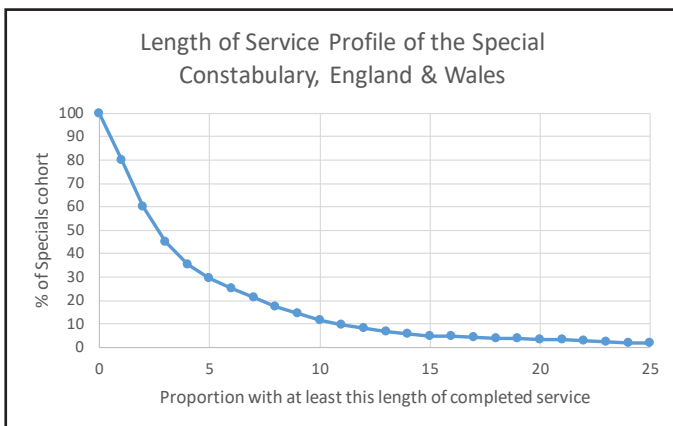
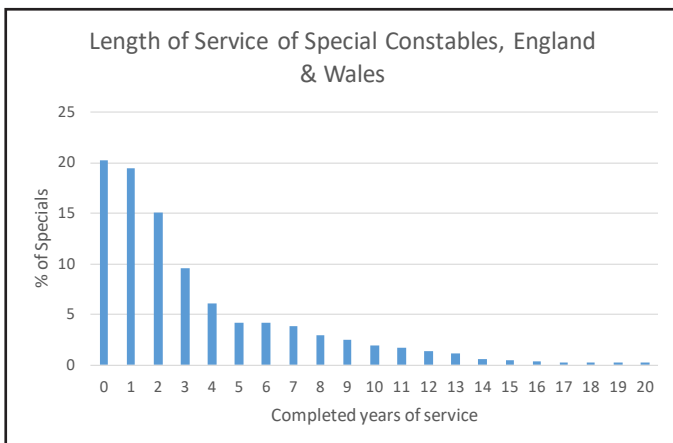
- The majority of those who volunteer across Citizens in Policing are relatively new in service. However, in all categories of CiP there is also a proportion of longer-serving volunteers, some of whom have volunteered for very long periods of time spanning several decades;
- The data on length of service is most comprehensively available for Special Constables. 55% of Specials are in their first three years of service. Having said that, at the other end of the career-length spectrum, one in ten Specials have served ten years or more. As with most aspects of CiP, there is wide variation in the service profiles for the Special Constabularies in different police forces, with some forces having a very severe skew towards young-in-service officers;
- The age profiles of different elements of CiP are markedly different. Only one in five PSVs are under thirty, whereas over half of Special Constables are. There are a much larger proportion of younger Specials than is the case for any other aspect of the police family. In contrast, over half of Police Support Volunteers are aged 55 or over, making PSVs by far the most represented area of the police family in terms of contribution from older age groups. Looking across CiP as a whole, there appears something of a gap in engagement with age groups from young thirties to late forties being much less represented;
- VPC, PSV and OPCC volunteers present close to 50:50 male: female representation.
- The Special Constabulary has approximately 3 in 10 female representation, a position that has changed little over the past two decades. Female Specials are under-represented in specialisms and in leadership roles. There are also fewer longer-serving female Specials. The data in 2018 marks the first time that Regular officers have had a higher ratio of female representation than the figure for the Special Constabulary;
- There remain fundamental shortcomings to the data available in respect of volunteers who are registered disabled or who consider themselves to have a disability. The national survey responses reflect a far higher proportion identifying as disabled than force data provided in the benchmarking surveys suggests;

# Length of Service, Age and Diversity of Volunteers

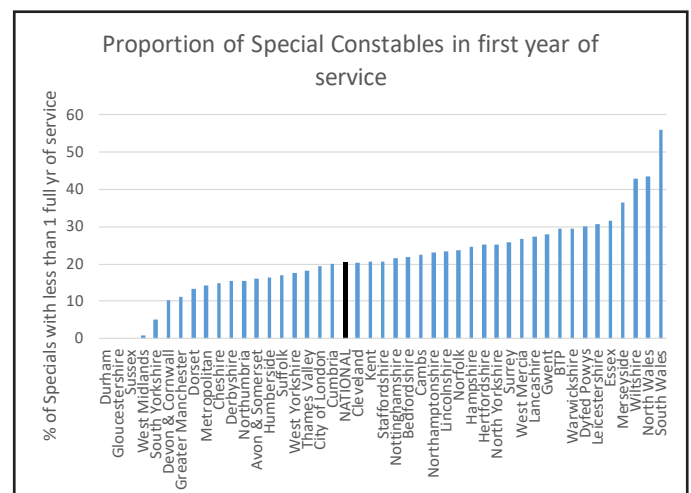
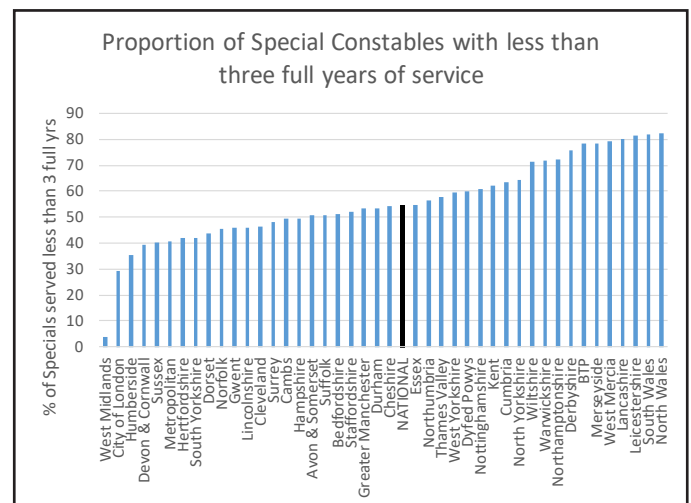
- Data in relation to LGBT+ similarly remains very limited.
- The Volunteer Police Cadets have a very positive BME representation, markedly higher than any other aspect of the policing family. The Special Constabulary has higher BME representation than is the case for Regular officers. The data for PSVs and for OPCC volunteers is insufficiently complete to identify a reliable sense of the national picture.

## Length of service of Special Constables

A majority of the Special Constabulary cohort are in the relatively early years of service, with 55% in their first three years of service. 30% of current Special Constables have served five years or more, and only 10% ten years or more.

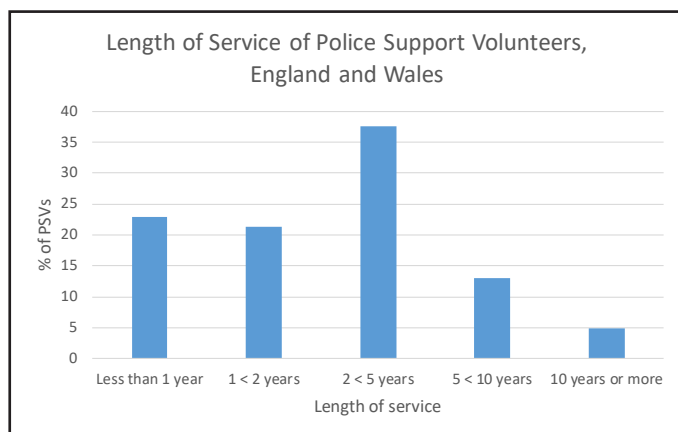


As with most aspects of the Special Constabulary, the national picture masks a wide degree of variation in the length of service patterns across the 44 individual Special Constabularies. The first graph below shows the variation in proportion of cohort within their first three years of service. The second graph shows a similar spread of data for all forces, focusing on the proportion of Special Constables that are in their first year of service.



## Length of service of Police Support Volunteers

Over a fifth of PSVs are in their early years of service, with 22.9% in their first year of service, and a further 21.3% in their second year of service. Whilst there tends to be a lot of emphasis in discussions of the Special Constabulary and short length of service (discussed above), actually the proportion of PSVs in first two years of service, at 44%, is slightly higher than that for Special Constables. Less than one in five PSVs (18%) have served five years or more, whilst that figure reduces to one in twenty (4.9%) for ten years and over.

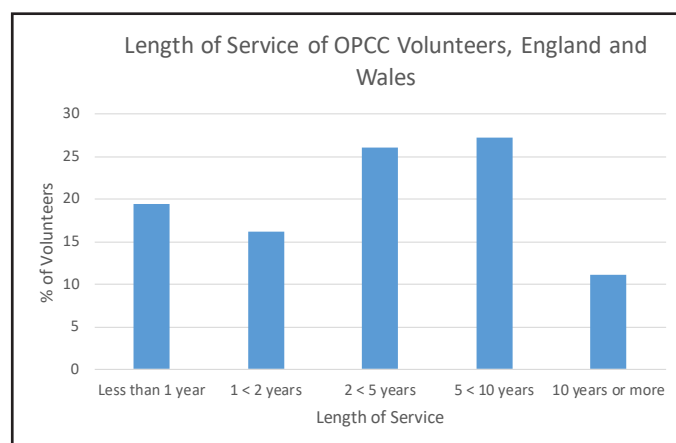


There are quite wide variations in this pattern across different forces, and (although the data does not cover it) one would imagine across different PSV roles; given that there are such wide variations in role performed by PSVs, it is likely that the demographics and length of service profiles of those widely varying roles is not homogeneous.

## Length of service of OPCC volunteers

The data for length of service of OPCC volunteers is somewhat less comprehensive than for other categories of volunteers, due to gaps in returns from some of the OPCCs. Nevertheless, the length of service profile shared in the graph on the right is based upon approximately 1,500 volunteers.

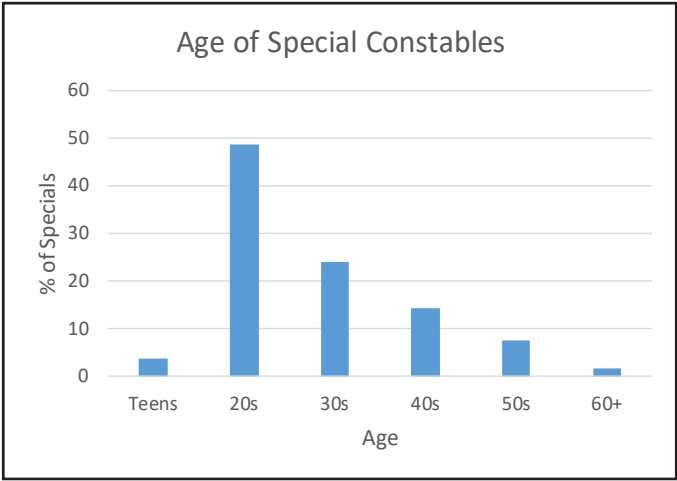
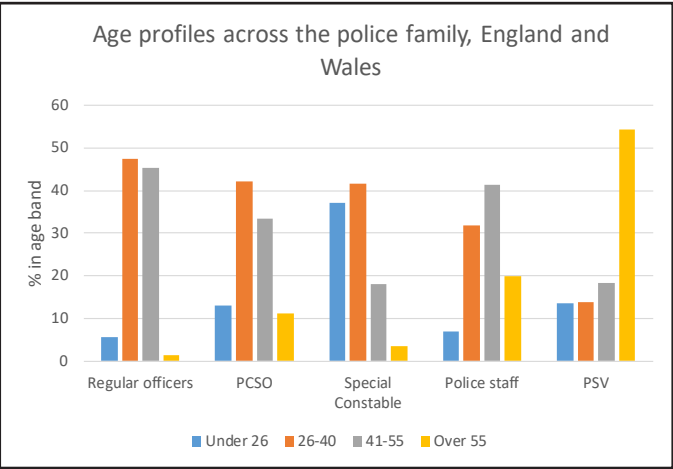
The length of service profile for OPCC volunteers is interestingly different to that for PSVs. Whilst a similar proportion (in this case, just under one in five, at 19.4%) have served less than one year, the proportion of the volunteer cohort who have served over five years is much higher, with 38.3% of volunteers having served five years or more, and 11.1% (one in nine) having served over 10 years. This data suggests that there is a greater proportion of longer-serving OPCC volunteers than is the case for PSVs or Special Constables.



## Age profiles of volunteers across CiP

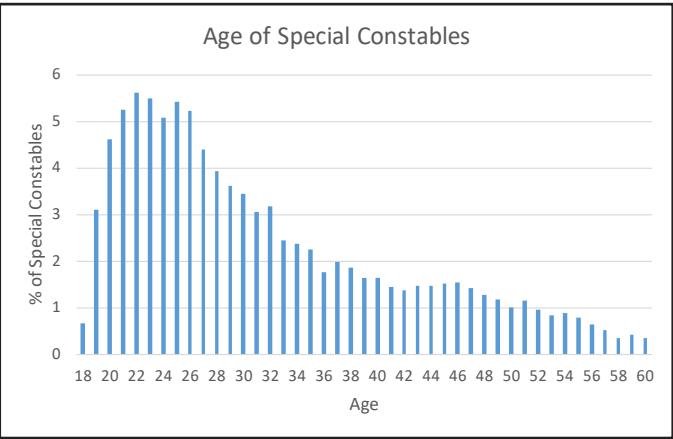
Looking at the age profiles of cohorts across the police family, the graph on the next page (top) reflects that the Special Constabulary has by some margin the largest proportion of younger adults (aged under 26), and Police Support Volunteers have the largest proportion of older age groups (aged 55+). Whilst only 1.4% of Regular officers and 3.5% of Special Constables are aged over 55 years old, 54.2% of Police Support Volunteers are aged over 55. Likewise, the figure of 37.0% of Special Constables being aged under 26 is markedly higher than the 5.8% of Regulars, 7.0% of police staff, 13.1% of PCSOs and 14.0% of PSVs who are aged under 26 years.

# Length of Service, Age and Diversity of Volunteers

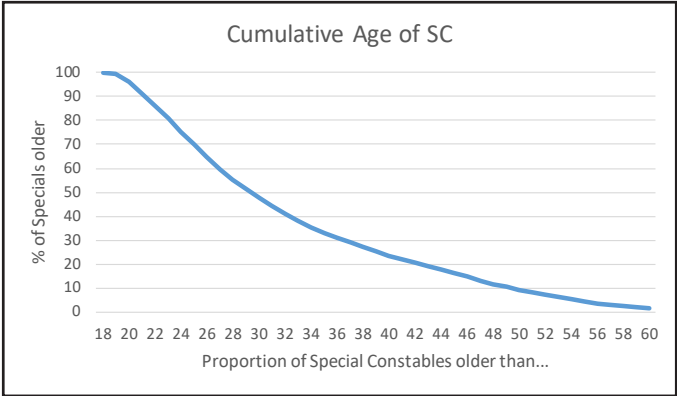


## Age profile of the Special Constabulary

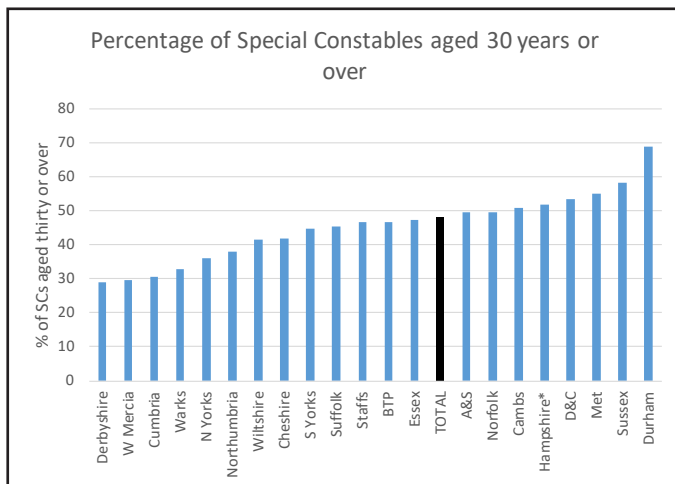
The data set in the benchmarking survey for ages of Special Constables is only based upon half of the Special Constabularies, albeit it covers over three quarters of the Special Constables nationally (because forces with larger cohorts of Specials such as the Met are included). The collective age profile for the 21 forces who supplied data is shown in the graph below. The graph shows that the 'peak' years for Special Constables are in the early to mid-twenties.



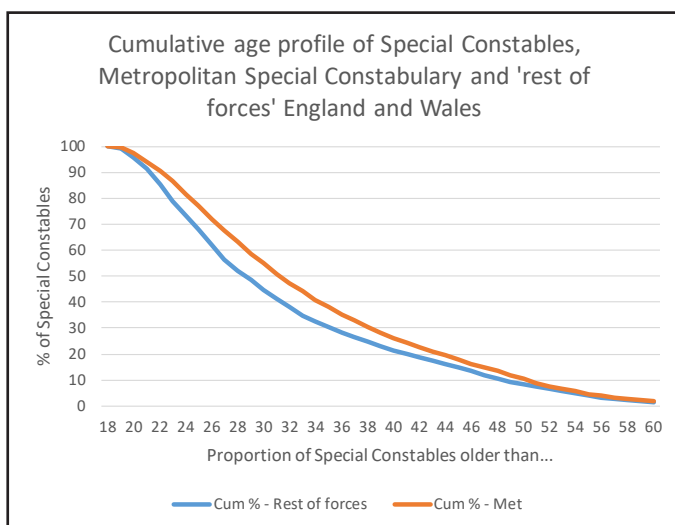
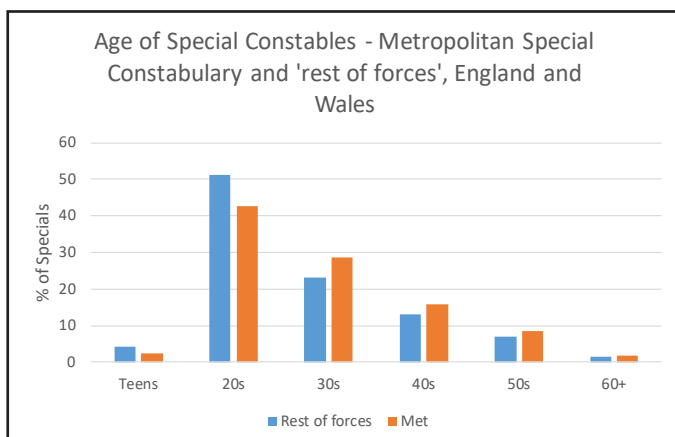
However, whilst the data reflects a 'skew' towards those in their younger twenties, there is a considerable 'tail' in the data of older Specials across the cohort; meaning that across the data there are not inconsiderable numbers of older Special Constables. Indeed not far from half (45%) of Specials are over 30 years old, one in four (25%) are over 40 years old, and one in ten Specials are over 50 years old.



As with all aspects of the Special Constabulary, these national patterns 'average out' quite wide degrees of variation at local force level. The graph below gives a sense of the difference in age profiles – showing the percentage of Specials for each force aged 30 years or over – for each of the forces which supplied complete age data into the benchmarking survey.

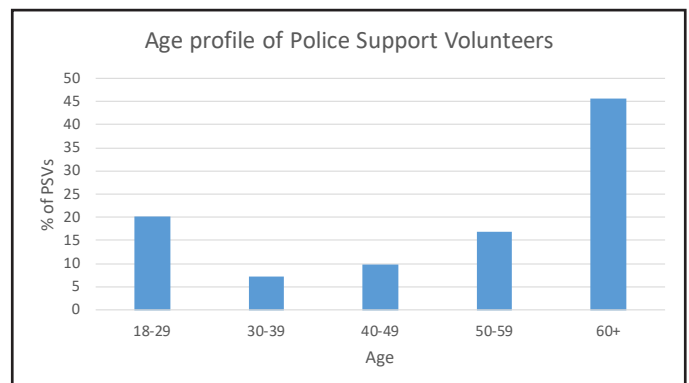


Of the data supplied into the benchmarking survey, the Metropolitan Special Constabulary had an age profile that was somewhat older in distribution than the 'rest of forces' profile, as shown in the two graphs below.



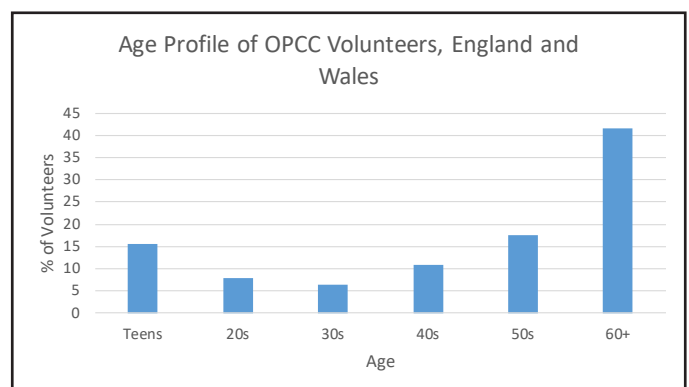
## Age profile of Police Support Volunteers

PSVs have the largest engagement of older people of any element of the police family, with 45.7% aged over 60 years. The lowest age categories for PSVs are ages 30-50.



## Age profile of OPCC volunteers

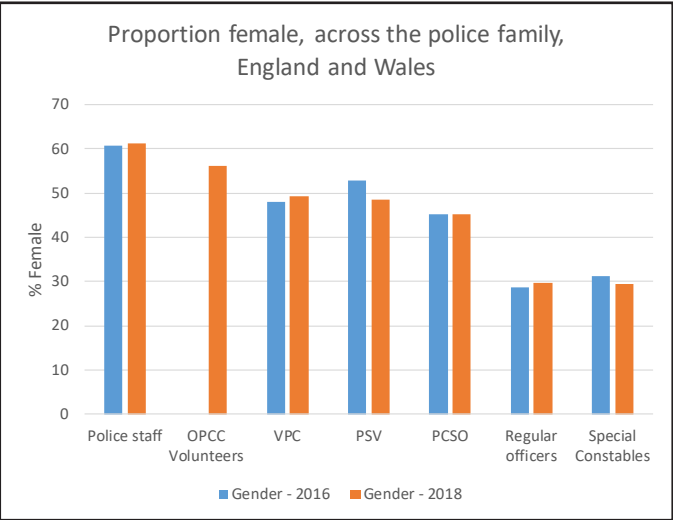
Nationally the age profile of OPCC volunteers is quite similar to that of PSVs. The 15% of volunteers aged nineteen or less in reality almost entirely relate to two specific schemes operated by OPCCs (in West Midlands and in Hampshire). Without those two schemes, the proportion of volunteers in older age categories across the rest of the OPCCs nationally would be higher than that for PSVs, not slightly lower. As it is, the age profile still reflects over half of volunteers are aged over 50 years, and 41.6% are aged over sixty.



# Length of Service, Age and Diversity of Volunteers

## Gender of volunteers across Citizens in Policing

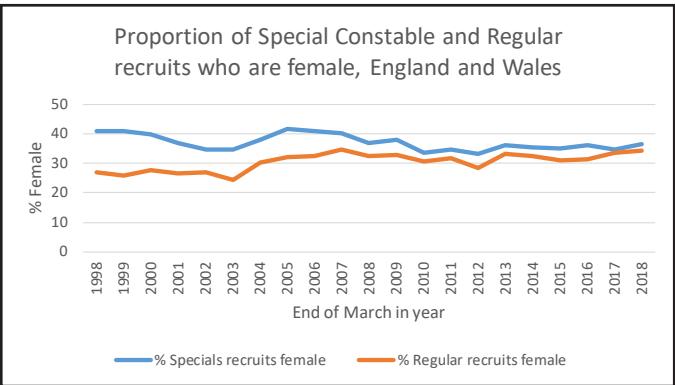
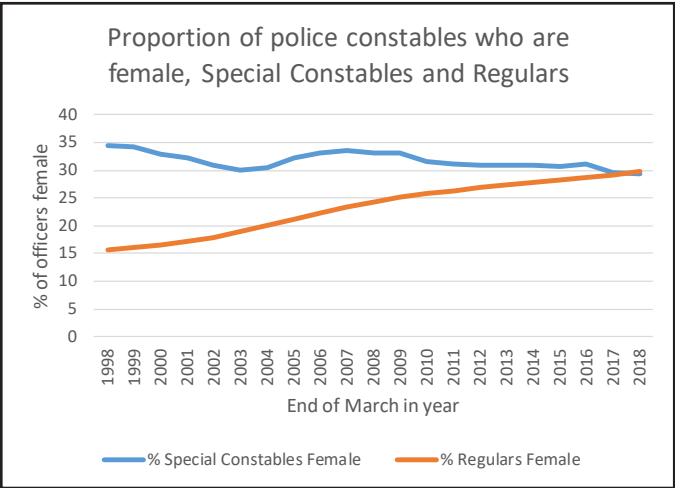
Looking across the police family, Regular officers and Special Constables have the lowest proportion of females, with (for the first time) the proportion of Regulars who are female (very slightly) exceeding that for Special Constables. Police Support Volunteers and Volunteer Police Cadets are broadly speaking 50:50 in terms of gender.



## Gender of the Special Constabulary

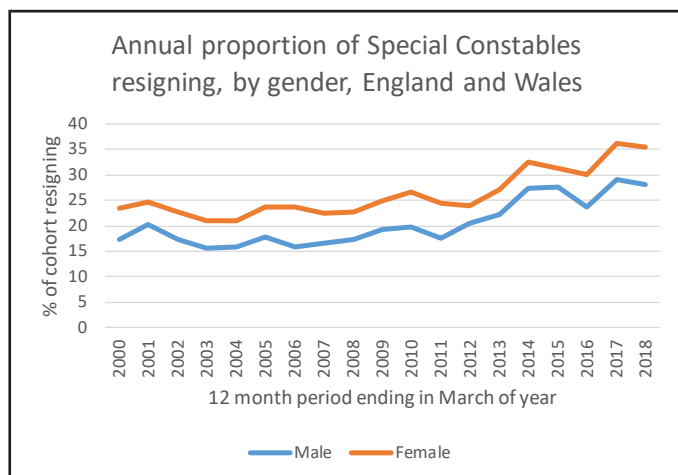
The 2018 data in respect of gender and the Special Constabulary is largely consistent with previous data. As shown in the first graph below, there has been little change in the proportion of female Special Constables over the past two decades. Twenty years ago the proportion of Special Constables who were female was comparably much higher than the proportion of female Regulars. Over the past two decades, the proportion of female Regular officers has slowly but steadily increased, whilst the proportion of female Special Constables has remained broadly the same. The second graph below shows the pattern over the past two decades in the proportion of Special Constable recruits and Regular officer recruits who are female. For the first time in this data sequence, in March 2018 there was a greater proportion (albeit by a small margin) of female Regulars (29.8%) than there were

female Special Constables (29.4%). Whilst the proportion of female Regular recruits has slowly tracked upwards over the past two decades, the proportion of female Special Constable recruited has slowly tracked downwards, with little if any change over the past decade.

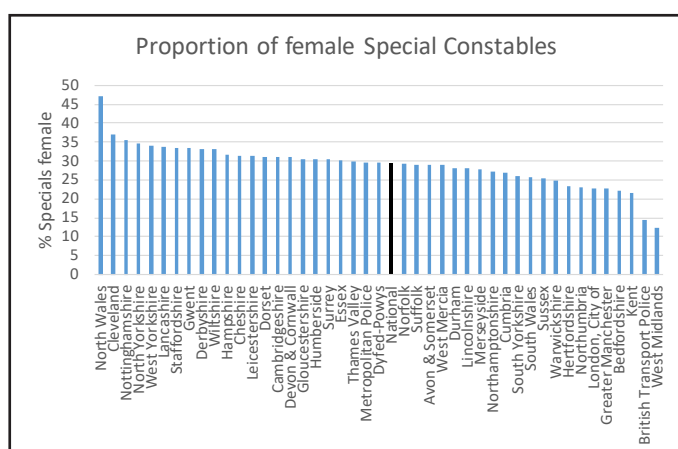


The March 2018 data for attrition rate by gender also remains consistent with previous data. In each and every year over the past two decades, the attrition rate for female Special Constables has been higher than that for male Specials, as reflected in the graph on the next page (top left).



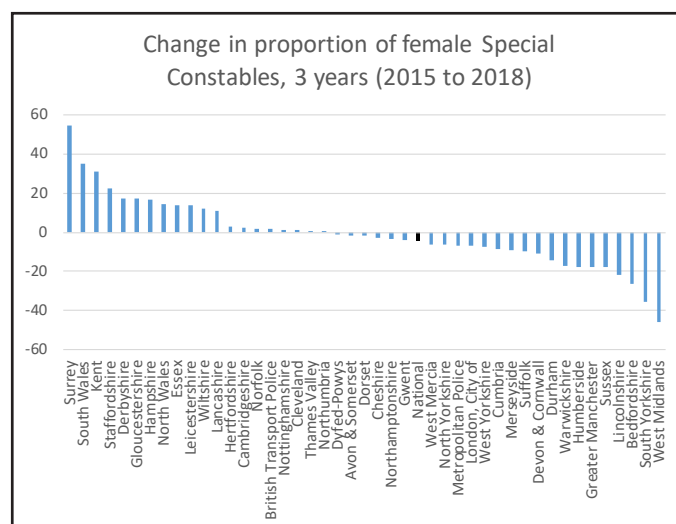


As with almost all aspects of the Special Constabulary, the national picture has underlying it a great deal of local variation. At one end of the spectrum (looking at the graph below) the proportion of male and female Special Constables is almost 50-50 in North Wales (47.1%), whereas at the other extreme of the graph, BTP has only 14.6% and the West Midlands 12.3%. Away from those two ends of the data spread, a number of forces have fewer than one in four female Special Constables (Warwickshire, Hertfordshire, Northumbria, City of London, GMP, Bedfordshire and Kent, as well as BTP and West Midlands), whereas several have a third or more female Specials (North Wales, Cleveland, Nottinghamshire, North Yorkshire, West Yorkshire, Lancashire, Staffordshire, Gwent, Derbyshire and Wiltshire).



Looking at the trend in proportion of Special Constables in

each force, there has again been a very mixed picture. Over the past three years, the proportion of female Specials has risen quite sharply (by over 20%) in Surrey, South Wales, Kent and Staffordshire. The proportion of female Special Constables has also gone down markedly in several other forces, including 20% or more reductions in that proportion of female Specials in Lincolnshire, Bedfordshire, West Yorkshire and the West Midlands.



Whilst 29.4% of Special Constables as a whole are female, only 12.5% of Special Constables in specialist roles are female, and for promoted Specials the numbers are also lower; 19.4% of Special Sergeants are female, 11.6% of Special Inspectors and 12.7% of those ranked Special Chief Inspector or above are female.

## Gender of PSVs

The gender balance of PSVs in the data in the benchmarking surveys is 51.5% male, 48.5% female. This represents a shift from the 2016 data, where there were slightly more female than male PSVs.

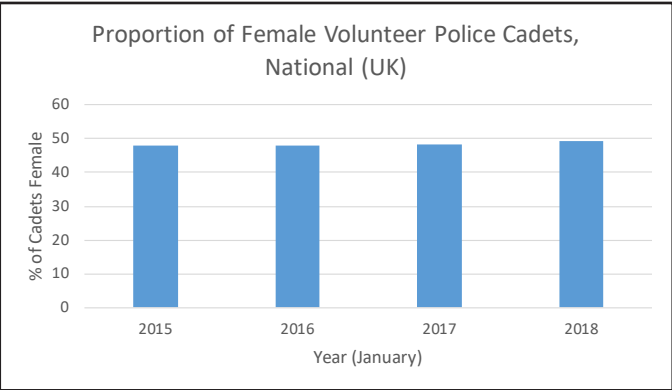
## Gender of OPCC volunteers

OPCC volunteers had the highest proportion of females of any of the CiP volunteer groups, with 56.2% female and 43.8% male.

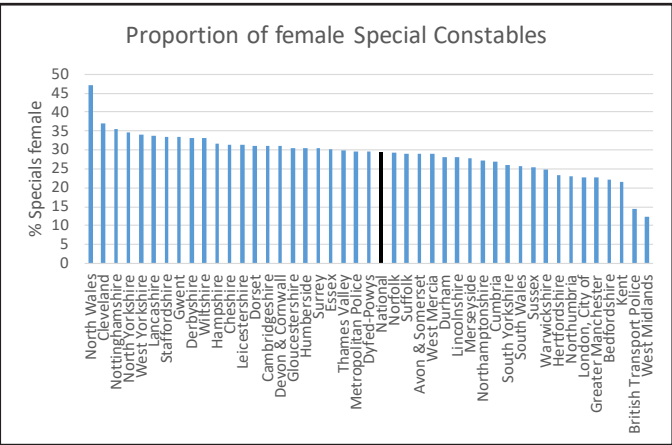
# Length of Service, Age and Diversity of Volunteers

## Gender of Volunteer Police Cadets

As shown in the graph below, the proportion of VPC who are female has remained broadly consistent over the past four years of the annual census survey data.



The proportion of female Cadets in each police force varies quite significantly across forces. The proportions of female VPC for each force are shown in the graph below.



## Disability across Citizens in Policing

There is little or no historical data in respect of disability and volunteers in policing. The benchmarking survey data therefore provides the first systematic gathering of estimated numbers of volunteers who are registered disabled. The data gathered in each of the categories of volunteers is likely to be incomplete to some degree, and to represent an undercount of actual numbers.

For Special Constables, the benchmarking survey data revealed that for twelve forces figures were not known. For the remaining police forces, 82 Specials were counted by their forces as having a registered disability. This represents only 1% of the Specials cohort (calculated against the overall cohort of those forces who supplied data). Interestingly, this is far lower than the 8% of Special Constables who completed the CiP national survey who said they had a disability; whilst the response to the national survey will not, to a degree, be reflective of the overall cohort of Specials, the difference in numbers is probably mainly accounted for by poor data in respect of disability being managed by forces in respect of their Special Constables.

For PSVs, 14 police forces could not provide data. Of the remaining 28, they counted 167 PSVs, representing only approximately 3.5% of the PSV population as a whole of those forces who provided figures. Again, in the CiP national survey response, a very much higher figure, this time 21% for PSVs, said they had a disability.

For Volunteer Police Cadets, nine police forces were not able to provide data. For the remaining forces, 349 Cadets were counted as considering themselves to have a disability. This represented approximately 6.8% of Cadets (again, calculated in respect of those forces that provided data).

It is clear from the data gathered by the benchmarking surveys that there are key gaps in our knowledge-base in respect of disability and CiP.

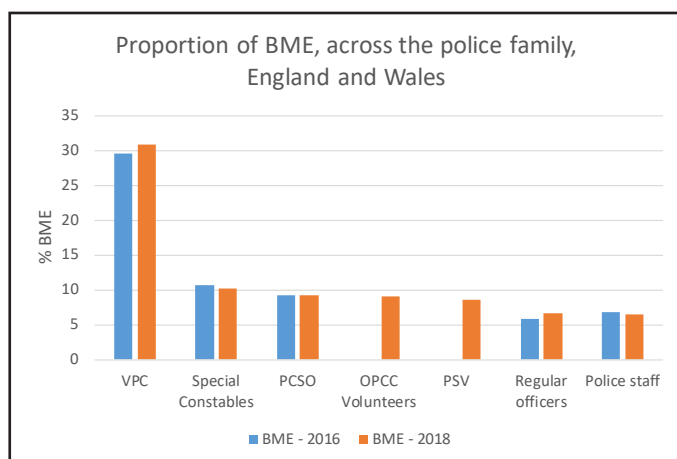
## LGBT+ across Citizens in Policing

The benchmarking surveys did not collect data from police forces in respect of LGBT+; this was based upon a judgement, having consulted a number of forces that police forces would not have systematically gathered data to share. There thus remains a key data gap in respect of LGBT+ data and CiP, which should be addressed in ongoing CiP data developmental work.

The only large/national sample data we have in respect of LGBT+ and CiP is derived from the survey responses to the national CiP survey. Clearly, there are limitations in terms of relating these figures to whole population, as the respondents to the survey may not be reflective of the population of volunteers as a whole. Nevertheless, the response within the surveys is the best national data we currently have. For Special Constables, 84% identified themselves as heterosexual or straight, 9% as gay or bisexual, and 7% preferred to self-describe. For PSVs, a larger proportion of 96% identified as heterosexual or straight, and 4% as gay or bisexual.

## Ethnicity across Citizens in Policing

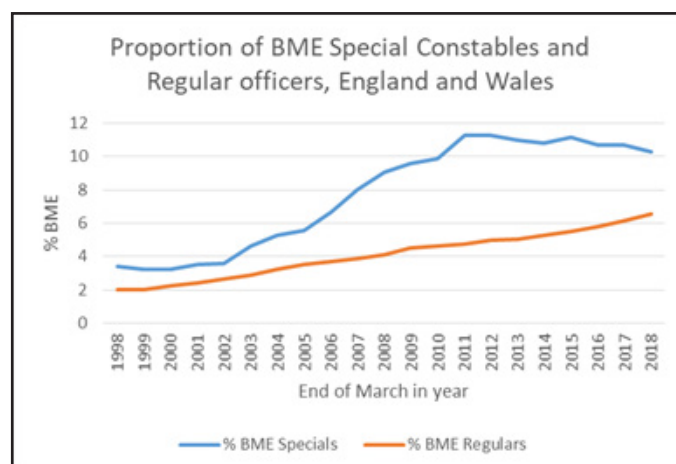
Looking across the police family, Volunteer Police Cadets have a much stronger representation of Cadets from black or minority ethnic backgrounds (BME) than is the case for other elements of the police family. Special Constables have slightly higher BME representation than PCSOs, and significantly higher than Regular officers and police staff. All four elements of CiP (VPC, Special Constables, PSVs and OPCC volunteers) have higher representation of BME than Regular officers and police staff.



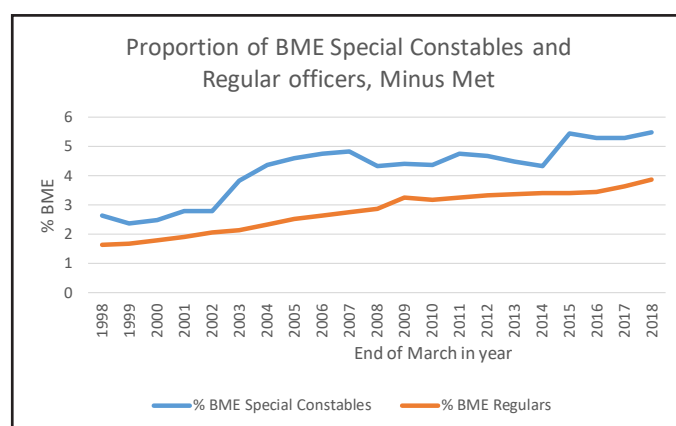
## Ethnicity of the Special Constabulary

As shown in the graph below, the proportion of BME Special Constables remains significantly higher than the

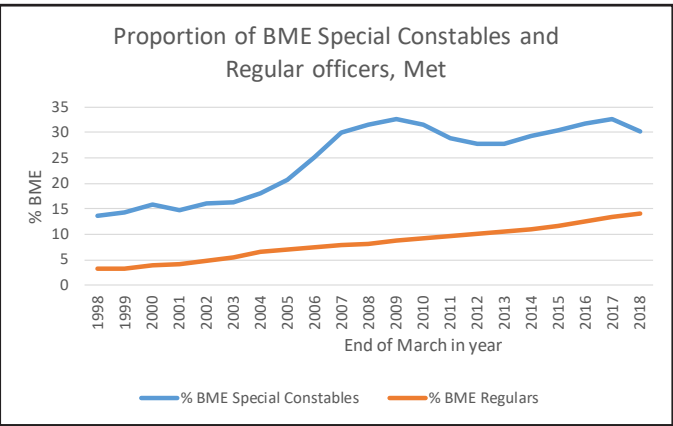
numbers for Regular officers. However, over the past decade there has been little change in the proportion of BME Special Constables, whilst there has continued to be growth (albeit slow growth) in the proportion of BME Regulars. So the gap between the two has gradually been growing smaller.



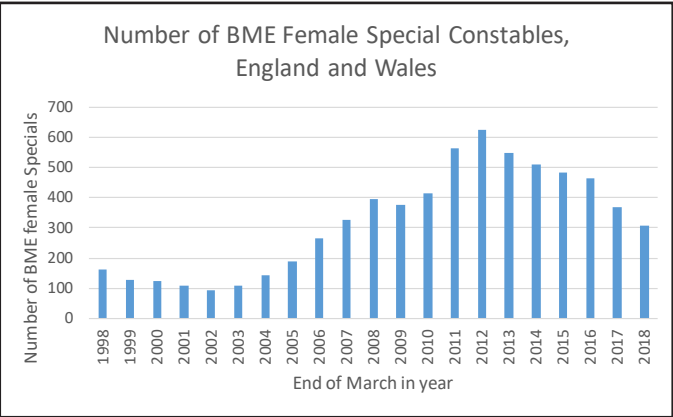
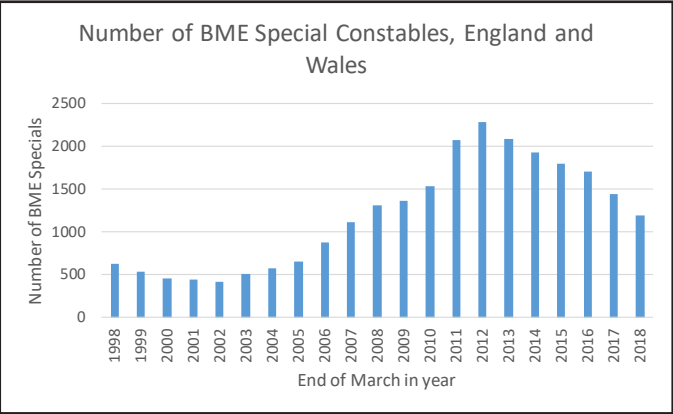
The Metropolitan Special Constabulary, despite its sharp reductions in size, still has 56.7% of the national population of BME Special Constables, with 680 BME Specials in the MSC out of a national total of 1,199. This proportion has fallen somewhat from its peak in 2013, where the MSC had 70% of the national BME Specials. As such, the MSC numbers in terms of BME Specials have a major effect on the overall national numbers. The two graphs below and over the page (top left) show the numbers for the Met, and for the 'rest of forces', for BME proportion of Special Constables and Regular officers.



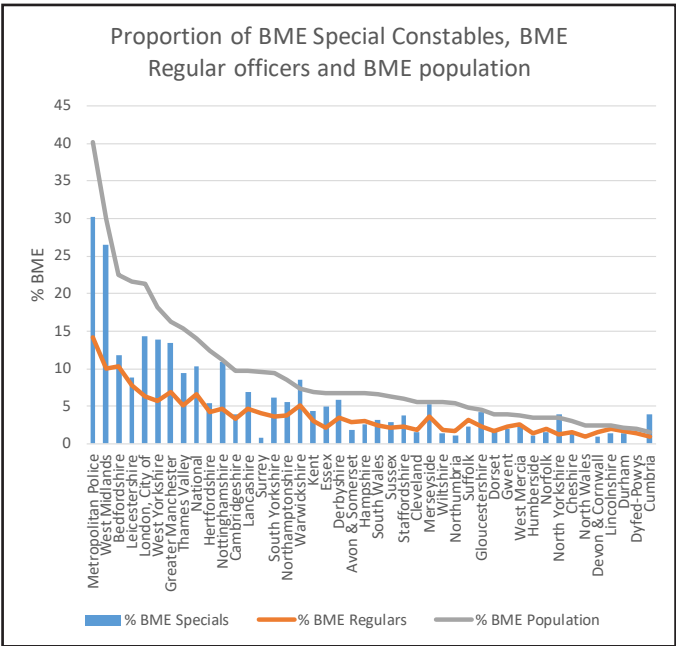
# Length of Service, Age and Diversity of Volunteers



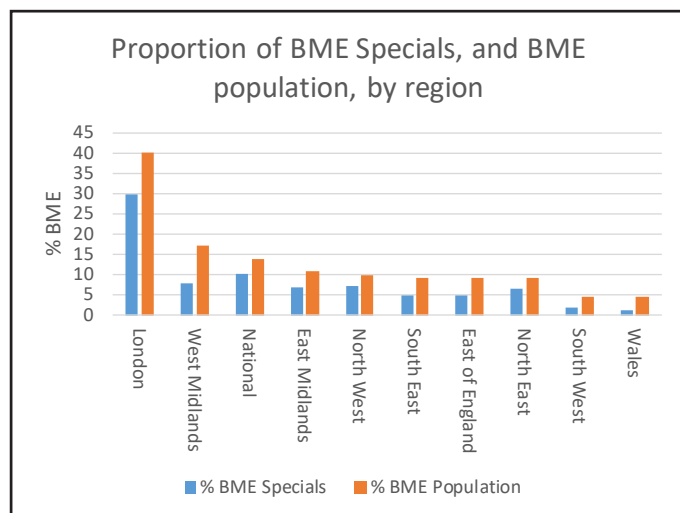
Given the reductions in Special Constable numbers both more generally across England and Wales, and specifically within the MSC (where, as described above, the proportion is greatest), one would expect the raw numbers of BME Specials nationally to have reduced. That national trend is shown in the graphs below, with the graph on the left showing overall number of BME Specials, and the graph on the right showing the numbers of female BME Special Constables.



The graph below shows the proportion of BME Special Constables for each force, alongside the proportion of Regular officers, and the BME population for their force areas. The graph reflects that only a handful of Special Constabularies have BME representation at the level of their force population, but that for a majority of forces the Specials BME representation is higher than for Regular officers.



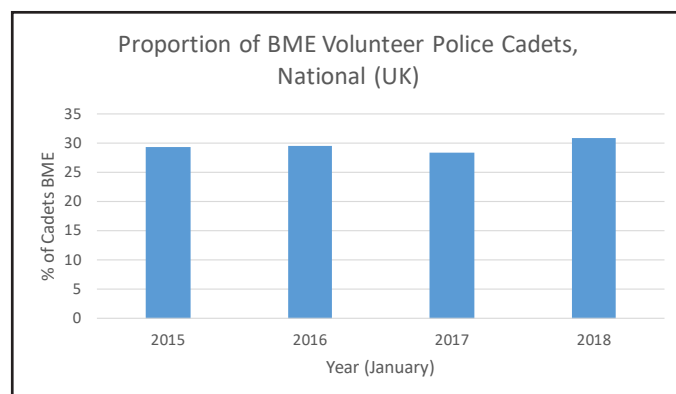
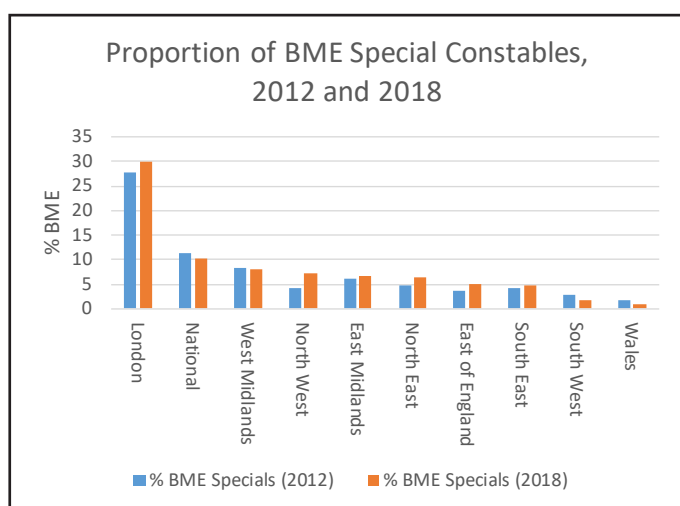
The first graph shows the BME proportion of Special Constables by region. The second graph compares the BME Special Constable proportionality to the BME population for the regions concerned, and the second graph shows the change in BME representation for Special Constables between 2012 and 2018.



able to provide ethnicity data for their volunteers. Based on this partial data, 9.1% of OPCC volunteers were BME.

## Ethnicity of Volunteer Police Cadets

The proportion of BME Cadets has remained largely stable over the past three years; in a sense this is a positive result, as one might have imagined some degree of fall in BME percentage, as a result of the proportion of Metropolitan Police Cadets within the overall numbers nationally reducing as more of the growth in VPC numbers occurs outside of London.



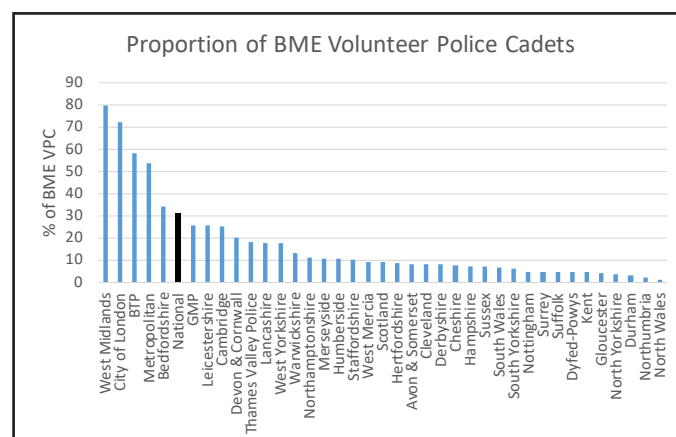
As would be expected, the proportion of BME Cadets varies quite widely across the country, in part reflecting differences in the communities served.

## Ethnicity of PSVs and OPCC volunteers

The data provided across the benchmarking surveys in respect of PSV and OPCC volunteer ethnicity is quite limited, with significant gaps in data and questions over data accuracy.

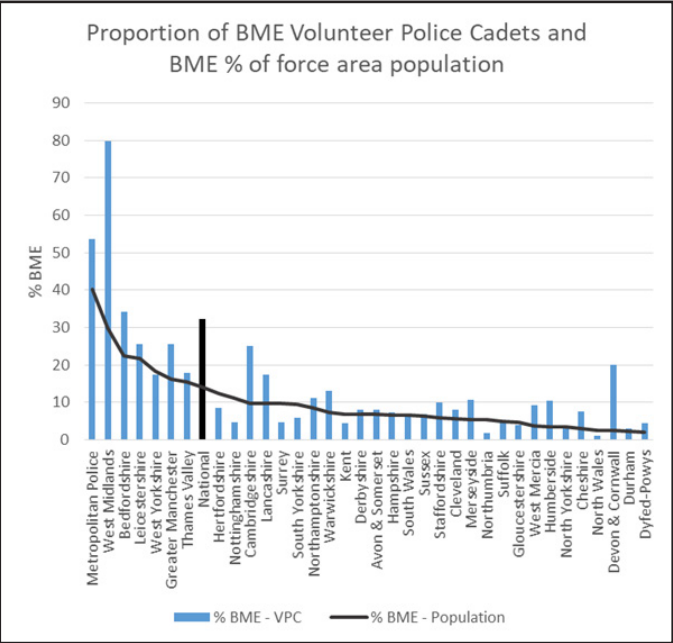
For PSVs, data was 'not known' for ethnicity of PSVs for 14 police forces. This means the data available is far from complete, but based upon that data there were 8.6% BME PSVs. This is somewhat lower than for Specials (discussed above, just over 10%), and significantly below VPC (discussed above, just over 30%).

For OPCC volunteers, similarly a third of areas were not



# Length of Service, Age and Diversity of Volunteers

The graph below ranks police forces by the proportion of BME population in their force areas (with the largest proportion of BME population on the left). The graph allows some comparison between the proportion of BME population as a whole, and the proportion of BME VPC. For a majority of forces, it can be seen that the VPC BME representation is higher than that for the population as a whole (albeit, a caveat to that may be that younger populations will have a higher BME proportion, and that the population data is somewhat dated based on 2011, so may under-estimate the BME proportion in the wider population).



# Organisation, delivery models and resourcing

This section of the benchmarking report looks across how CiP is delivered, organised and resourced. It explores elements of collaboration and partnering, and of coordination. It also explores the data in relation to a

number of specific elements of delivery models, including training, Employer Supported Policing, leadership, staffing and budgets across CiP.

## Key Findings

- In terms of national and regional coordination, there is a strengthening picture, with significant recent developments and investment;
- There however also remain some key limitations in respect of national and regional collaboration. Much of the development of CiP practice remains at force level, exhibiting very high levels of duplication and of variation between different police forces, and achieving only limited levels of best practice transfer;
- There are some strong examples of collaborative work between police forces, and engaging other partner agencies;
- There are some strong examples of CiP activity engaging students and colleges/universities;
- Employer Supported Policing already exists across forces at some scale, involving an estimated one in eight Special Constables, and over 250 organisations. There are significant strategic developments ongoing at a national level to further evolve the ESP model;
- There remains wide variations and inconsistencies in respect of Special Constable training and competency sign-off;
- The picture of Special Constabulary deployment models nationally is patchy, with some police forces reflecting that they have little if any structured approach to tasking and deployment of Special Constables;
- Leadership models in the Special Constabulary continue to reflect a complex and somewhat confused picture, again with wide variation in practice across police forces;



# Organisation, delivery models and resourcing

- The approaches to review exercises, evaluations and consultancy across police forces in respect of CiP also remains disjointed. 52 review or research projects were identified as having been undertaken in police forces over the past two years. There is very little coordination or collaboration exhibited across these review exercises, and very little if any wider sharing and dissemination of findings;
- There are a large number of individuals involved in the delivery of Citizens in Policing. Between 300 and 350 roles are employed directly in supporting CiP, but many more paid and voluntary roles also provide support;
- It is challenging to identify overall spend in respect of Citizens in Policing, but a working estimate of overall budget might be somewhere in the region of £25-30m.

## Coordination, collaboration and joint working

There is a mixed picture nationally in respect of collaboration. Historically, Citizens in Policing activity has developed inconsistently as a patchwork of initiatives at force level, and the level of collaboration across forces and joint working beyond the sector has been limited.

## National and regional coordination for CiP

On a national scale, the key element over the past two years since the last CiP Benchmarking Report was published in 2016 has been the investment (agreed and coordinated through NPCC) of a national and regional coordination infrastructure for CiP. The national element of this has been established since September 2017, hosted by North Yorkshire Police, and reflecting a positive and significant uplift in national coordinating capability.

Regionally, the developments are 'work in progress' with all regions now having a Chief Officer level CiP lead regionally, and five out of nine regions having regional coordination resources in place at the point that this report has been produced in mid-2018. In all cases, there has been some progress at regional level in respect of CiP regional support

and coordination over the past two years, albeit this is a variable picture with regions starting in different positions and some regions having progressed further than others. There are some strong emerging collaborative projects at regional level, such as those in Wales, the South East, and the North West.

In terms of constituent elements of CiP, the VPC retains a national programme and small national hub model, with ongoing discussion over future governance and national approach. The NPCC Special Constabulary portfolio published in July 2018 a new national Special Constabulary Strategy and is to draw together a new national Special Constabulary Working Group. The NPCC PSV lead has coordinated a review exercise across force practice, including visits to a number of forces, and is looking to develop a national strategic plan. There are some other good examples of increasing coordination at national-level, such as the newly formed national Employer Supported Policing Development Network Group, and the IPSCJ hosted roundtable on national approaches to data, research and evaluation.

Whilst the above developments all mark some substantial progress, there are key limitations to the current extent of regional and national collaboration:



- There remains comparatively limited resource at national level, given the scale and complexity of CiP activity across the 44 forces;
- National capacity is only marshalled to a limited degree, sitting across, in effect, multiple NPCC portfolios and in several organisations;
- The vast majority of developments of the CiP agenda and delivery occurs within individual forces. This is a strength in terms of local innovation and in the embedding and integrating of CiP in local force contexts and aligning it to local Police and Crime Plan priorities. However, it is a weakness in terms of a lack of strategic coherence and shape of developments at national level. There are, in effect, 44 different approaches to many elements of CiP - such as, for example, Special Constables recruitment and training, Independent Patrol Status and rank structures. There is very wide variation in scale and approach across forces. There are wide variations in standards, quality and delivery at local level. There is considerable duplication at force level. There is limited sharing of best practice;
- There remains a limited development of data, evaluation, research and development across the CiP context. The recent IPSCJ programme, and recent sizeable Police Transformation Fund investment, mark steps in the right direction, but relatively small steps on what is a much longer journey towards establishing a 'what works', evidence-based model of CiP. Investments in this tend to be small-scale at an individual force level, with small force-level review and research projects from which the learning is not collated and disseminated nationally, or understood in the round;
- All of this leads to a picture where coherent development across the detail of CiP is difficult. Force investments in the past year have seen local reviews both point towards building rank structures in Special Constabularies and disestablishing them. There are estimated to have been somewhere in the region of twelve reviews at force level of initial competency assessment and assessment of IPS at local level in Special Constabularies, without much if

any collaboration or sharing of findings across them. Exciting developments in volunteer roles across such diverse contexts as roads policing, cyber, collaboration with fire and ambulance services, CSE, hate crime, and airports policing, to name but a few, tend to be held back by limited sharing of ideas and dissemination of good practice across forces.

## Collaboration between forces

The current picture across collaboration between forces is patchy, with some significant elements of collaborative activity between forces, but also a number of forces who appear to do little or nothing collaboratively across force borders.

Most forces reflect on some degree of interaction and support at a policy and strategic level through regional CiP group arrangements, and (as said above) these arrangements seem to be growing in most regions, and have considerable promise for the future. Alongside this, a number of forces (e.g. Dorset and Devon & Cornwall, Warwickshire and West Mercia, Norfolk and Suffolk, to name but a few) have a degree of sharing of volunteer management and support, as part of wider force collaborative arrangements.

The bulk of direct practical and operational collaboration across forces relates to Special Constables. Three quarters of forces identify some element of collaborative working with other forces in respect of Specials, including many cases across the country of:

- Joint Specials teams or operations across borders, particularly around issues of rural policing and road safety;
- Specials working in specialist settings which are the subject of collaborative working, e.g. RPU's;
- Joint training;
- Joint developmental projects/'pilot' projects.

Overall, the degree of Special Constabulary collaboration is quite impressive. Having said that, clearly there are

# Organisation, delivery models and resourcing

considerable opportunities to expand this further. This is one area of practice where there are very innovative ideas and ways of working being taken forward between groups of forces, which would warrant consideration and potential adoption by other forces across the country. One barrier mentioned by some forces to collaboration across forces with Specials is in the inconsistencies of training and of IPS between different Special Constabularies, which can present practical challenges to joint working.

There is less evidence in the responses to the benchmarking surveys of collaboration across PSV roles. Having said that, several forces indicate a desire to grow this element, in particular relating to intentions to have stronger regional arrangements of which they see this as a key benefit. So whilst the current extent of collaboration between forces around PSVs is limited and disappointing, there seems considerable promise that this will accelerate significantly in the near future.

In respect of Volunteer Police Cadets, there are some elements which appear quite well collaborated (e.g. joint competitions, etc.) across a number of forces, but on the whole there is less collaborative activity across forces in their VPC programmes than might be expected, given the stronger 'glue' there is across the VPC through the national programme and hub model. There is a key role played by the hub in terms of supporting new Units and in training, which appears to be a key success factor around volunteer models. Overall, there appears considerable space for greater collaborative activity across forces in terms of their VPC in the future.

## Collaboration with the ambulance service and mental health services

Almost a third of forces have developed some form of formal volunteer partnering models with ambulance and/or mental health services. As reflected above in terms of collaboration, this is a positive in terms of innovation of local practice, but seems to have grown with little national coordination or sharing of practice. There has been little systematic or independent analysis of these initiatives,

beyond the current ongoing Police Transformation Fund supported IPSCJ evaluation of the Gwent JRU project.

Nine forces have developed partnering models involving ambulance or mental health and PSVs. There is considerable innovation across the roles developed. The Dorset Safe Bus project in Bournemouth is a partnership between Bournemouth Council, the ambulance service, and the force with PSVs key deliverers. The Lancashire multi-agency partnering volunteer model engages the local hospital trust as a partner alongside the force. Essex have a PSV-based street triage model. Essex also has a joint Health and Wellbeing volunteer role. Swansea 'HelpPoint' partners police volunteers and the NHS in meeting needs in the night-time economy context. The North Yorkshire Community Hub project, one of the national PTF funded pilot initiatives, will engage with lower-complexity mental health needs in the community. Northamptonshire is considering a tri-force business case across volunteers operating across ambulance, fire and police. West Yorkshire have a new project called 'Blue Light Champions' working alongside both the ambulance and fire and rescue services.

A number of Special Constabularies have developed joint working response arrangements with local ambulance service and/or mental health teams. For several of the forces, this is a relatively new area of practice, and is an area of collaboration which is seeing expansion across forces over the past couple of years. The collaborations shared within the Benchmarking Surveys (which may not capture all of the national current and emergent practice) is summarised in the table below, with collaborative work identified in nine forces.

	Collaboration between Special Constabularies and the Ambulance Service
Derbyshire	The Special Constabulary conducts 'POLAM' patrols; these are joint patrols with a combined police/paramedic resource during key periods where calls for service is higher
Dyfed Powys	Joint response unit being trialled in Pembrokeshire between DPP and Welsh Ambulance Service Trust following the Gwent pilot model. Also two Special Constables attached to the Mental Health Team attending mental health calls alongside trained nurses
Essex	Special Constables provide support to the Mental Health Team by crewing with MH nurse to ensure rapid attendance at incidents involving MH crisis. Currently 18 officers supporting this team in addition to their normal duties
Gwent	Gwent Special Constables operate a Joint Response Unit with the Welsh Ambulance Service
Hampshire	Community First Responders trained with South Central Ambulance service attending calls when on duty as a Special Constable
Kent	Joint Response Unit - Special Constables crewed with paramedic
South Yorkshire	Every Friday and Saturday from 19.00 - 03.00 in all four Districts, two Special Constables pair up with a Yorkshire Ambulance Service Paramedic and undertake 'Operation Responder'.
South Wales	A 'Joint Response Unit' running Welsh Ambulance Service and Special Constables since January 2018. To be reviewed and wider roll out considered
West Yorkshire	The Force currently staffs emergency responder vehicles with Special Constables through the 'POLMED' scheme. The Force also supports a 'mental health car' on one of its districts

## Collaboration with the fire and rescue service

There is currently less collaboration across CiP with the fire and rescue service than there is with ambulance and mental health. However, a number of forces identify this as an area of future plans, particularly in contexts where the two services are growing together more broadly, for example in sharing headquarters or through joint governance by PCCs.

In terms of Cadets there are various force VPCs who have some level of contact and involvement with the fire and rescue service, either through events or through links with Fire and Rescue Cadet arrangements. In Northamptonshire there is a joint Emergency Services Cadet model. For the Special Constabulary, most collaboration with fire is quite limited, and relating to joint exercising or similar civil contingency activity. In respect of PSVs, there are only

very limited examples of joint approaches. Sussex has a joint Community Volunteer role with East Sussex Fire and Rescue Service, and Durham and Staffordshire have some joint volunteer involvement in terms of home safety and community visiting roles. The most evolved 'joint' approach between the two services in terms of volunteers is in Humberside, where there is effectively a joint volunteer support and management model.

Given the degree to which police and fire and rescue services have become more drawn together, particularly in terms of governance over recent years, there is an argument that collaborative approaches involving Specials, PSVs and VPCs have developed less to date than might have been expected.

---

## Collaboration across the voluntary sector

There is a very mixed picture across forces in terms of the links with the wider voluntary sector. In some places these relationships seem well established and highly active, in other forces there seems to be quite an isolation between police volunteering and the wider voluntary sector.

Some forces reflect that local voluntary sector infrastructure and support arrangements are complex to understand and engage, and can also present geographical complications, with multiple voluntary sector partnerships and infrastructural arrangements within the same force area. There are also reflections that often levels of knowledge and understanding of police volunteering, such as an understanding of the Special Constable role, are limited across the wider voluntary sector context.

Within this mixed picture, there are local models that have developed in a highly integrated way. The most developed model is in Lancashire, where the police volunteering approach is rooted in a wider volunteering partnership.

## Collaboration with universities and colleges

Collaboration across CiP with universities and colleges is an area that has seen some expansion in recent years. There are several different models for this identified by forces across the benchmarking surveys:

- 'Student volunteer' models, typically geared towards supporting student safety and often with a significant night-time economy element, have been developed in several forces. The largest in scale and most evolved model is in South Wales. From the benchmarking surveys there are an estimated 400 PSVs (or similar police-supported volunteer roles) who are students, which is likely to be an undercount, but which is nonetheless a sizeable proportion of the younger-aged PSVs across the cohort as a whole;
- Students who are Special Constables. Many students

become Specials without a formal link between force and university and not as part of their course, but there are also a number of university courses which involve more formal arrangements of students becoming Special Constables as an integrated element of their course. In the data within the Benchmarking Surveys, 21 forces identify they have such formal arrangements for Specials with university courses, engaging over 400 students from 16 different universities. This is likely to be an undercount of the full picture, but still reflects a sizeable scale;

- The West Midlands has its innovative 'Blue Line' project which sees a year-long 'intern' type model for students to serve as a year as Special Constables;
- Some forces have partnered with universities in terms of developing particular volunteer roles, for example around specialist areas such as forensics or cyber;
- Some forces have partnered innovatively with students in terms of the development of CiP. One good example of this is the partnership between Nottingham Trent University and Nottinghamshire, where students have helped shape and support the future of the CiP agenda;
- A few forces have developed volunteering arrangements with further education colleges, in particular in relation to students on public services related courses.

Whilst collaborative work across CiP with universities is quite well evolved, and has seen an expansion in recent years, there is clearly still considerable scope for further development. Alongside those forces who have developed these links significantly and creatively, there remain other forces – some of them with several large universities and very sizeable student populations within their force areas– who have developed no links through their CiP programmes with those students and universities at all.

There has been very little research into the model of students who become Special Constables as part of their degree courses, and little or no policy work to look across current models and understand strengths and weaknesses. As with so many aspects of CiP, these arrangements

---

mostly seem to have evolved in a piecemeal fashion locally, between forces and their local university, with little linkage with or understandings of practice elsewhere.

It remains uncertain what impact current College of Policing led changes in entry routes into police officer roles will have on links between CiP and universities, and in particular the number of students who become Specials as part of university degree courses.

There are some challenges presented in respect of students as Specials and as volunteers, in terms of being able to volunteer during term-time and during holiday periods, where this involves them being resident in two different force areas. This is particularly the case in respect of the Special Constabulary, where there is little or no system or consistency regarding individuals who are a Special in one area serving as a Special in another. Whilst many Specials do this, serving in more than one area or moving areas, the arrangements often seem clunky and hard to navigate, in part reflecting the huge levels of inconsistency and absence of common standards between Special Constabularies.

## Employer Support Policing

Looking across data on force systems, there are 1,349 Special Constables identified across England and Wales as having an employer who is ESP. The benchmarking surveys across forces produced a very similar figure of 1,363. This represents in the region of just under 12% (just less than one in eight) of all Specials. It may be, in terms of small gaps in both data sets, that these figures represent a (relatively small) undercount of the actual number. The numbers are slightly down on previous estimations of circa 1,600 Specials, albeit that in part may reflect greater accuracy in the data now available, and in part may also simply reflect the wider reductions in numbers of Specials as a whole.

775 of those Specials with an ESP employer are police staff ('internal' ESP), meaning that 56% of all Specials with an ESP employer are employed within a police force.

There are 240 businesses currently engaged in ESP. These businesses are spread across sectors, but do tend to reflect more strongly into particular areas of the economy, e.g. retail. Similarly, there are some areas of the economy less engaged at present across ESP, such as for example, local government and education sectors. Whilst clearly more progress can be made across different sectors and businesses, the current reach of ESP engaging with a very broad range of businesses is a major strength. It also reflects a huge reach of relationships into the business sector which could be leveraged positively across CiP and more broadly for policing.

The data reflects there to be a considerable variability in the picture of ESP across forces. The bulk of forces do offer a similar number of days of ESP to their Special Constables; essentially amounting typically to one day per month, although there are forces which offer different amounts, both more and less. There is considerably more variation in the detail of approaches, for example whether ESP is made available to police staff who volunteer in other forces, and the ESP offer beyond the Special Constabulary.

The strategic picture across forces for ESP nationally is also quite varied. In a majority of forces, there is little dedicated resource. However, positively, several forces have recently developed dedicated ESP staffing roles (for example, Essex, Avon & Somerset and the Met). There have been significant improvements in national coordination, not least in the development of a Duty Sheet ESP module, and the production of a national toolkit funded by the Police Innovation Fund. There is also ongoing work being undertaken to develop national approaches to Employer Supported Policing. These include a focus on building the evidence-base in terms of data, and in terms of building insight into experiences (for employees/volunteers, forces and employers), and on sharing best practice. This is being coordinated through a national Citizens in Policing ESP work-stream and a national ESP development network, and is being informed by two Police Transformation Fund supported pilot projects. Nevertheless, as with many aspects of CiP, ESP appears quite thinly resourced at the strategic, national level, given its scale and potential.



# Organisation, delivery models and resourcing

## Training of Special Constables

There is a great deal of variation in Special Constable training nationally; in essence there are 44 different versions of training, albeit many will share a sizeable amount of content in common.

There appears to have been further divergence in training models over the past two years since the last benchmarking report in 2016, reflecting various forces innovating new approaches, such as modular models, blended-learning models and intensive models. A collaborative pilot project in Wales is looking to develop a new, shared training model across the four forces; once implemented and evaluated this could serve as a first foundational step to creating a unified consistent framework for training nationally.

On average nationally across forces, the initial training amounted to 25.5 days of commitment for Special Constables. However, there was a wide variation around this average, ranging from 13 to 57 contact days. Five forces have requirements of 40 contact days or more, whilst seven forces had 16 days or less of contact required during initial training. Some of these differences partly reflect different models of delivery, in that there are varying degrees to which forces use remote and online training packages alongside more conventional contact-time training approaches. However, there is not a simple pattern to that, with some forces with significant online requirement also being towards the upper-end of contact day requirement, and some with little or no remote or online requirement also being towards the lower-end of contact days.

## Deployment and tasking of the Special Constabulary

There has been little or no national work to establish guidance for forces in terms of shaping the deployment

of the Special Constabulary. Whilst the 2008 National Special Constabulary Strategy did identify key areas for Specials contribution, it stopped short of translating this into a more practical guidance for local deployment. In part this is because the local deployment of Specials has been recognised to need to be a matter for the discretion of local forces reflecting local policing challenges and priorities.

The benchmarking survey responses reveal a mixed picture of approaches to postings and to deployment at force-level.

There are some forces (in the region of a quarter to a third) who appear from their responses to have a degree of 'science' behind the process of Specials postings and deployment, based on patterns of policing need and demand (e.g. BTP, City of London). For the bulk of the others, the approach to postings primarily seems to be one of achieving geographical proximity to where the Special Constable lives or achieving the wishes of the Special as to where they want to serve. There are a handful of other forces who are in the process of developing more sophisticated models of profiling demand (typically linked to wider force work on demand and service design), and in a small number of cases, also seeking to understand Special Constable skills and experience within their future policing models in a more structured way.

Approximately a quarter of forces appear from their benchmarking survey responses to have some structured mechanism in place which seeks to pro-actively manage Specials' shifts in respect of wider force 'tasking'. Conversely, a majority of forces seem to have deployment models which are less integrated and more ad hoc in nature, and (beyond some specific invitations to planned events and operations) primarily shaped by the availability and preferred geography of their volunteer officers, and an emphasis on enabling them to work shifts of their choosing. At one end of the spectrum of current force practice, several forces reflect (to quote directly the words of one) that "there is no existing structured approach to deployment".

Whilst the data within the benchmarking surveys does not encompass fully the broader questions here in respect of focus and prioritisation of where Specials are and what they are doing, the impression from this data and from other research work is that a sizeable number of forces, perhaps a majority, may have little structure at strategic, tactical or 'tasking' levels, in terms of where their Specials are posted, when and where they are deployed, and what priorities they are working towards.

## Driving and the Special Constabulary

Looking across the police force responses to the benchmarking surveys, there remain significant variations in practice in respect of driving permissions and driver training for Special Constables. There is also clearly substantial duplication, as in effect 44 police forces develop separately their policy and practice. This is an aspect of CiP where clearer standards and national steer would appear to have some real potential to contribute to the simplification and standardisation of a currently complex picture. Driving matters in the context of Special Constabularies because it is foundational to facilitating Specials to deliver elements of their role and contribution to policing to its full potential.

Having said this in terms of variation, the majority of police forces have been on an enabling and expanding path in terms of Special Constables driving permissions and training. Clearly that the majority of police forces have developed some level of specialist Special Constable roles in roads policing (discussed earlier in this report) reflects that many Specials have now completed more advanced training courses.

The impression is that only a small number of police forces now remain 'behind the curve' in their thinking on the issue. Whilst some police forces have policy positions that restrict access to driving for Specials, or more commonly to response or advanced driving, in many more cases the restricting factor is more one of a limited availability of trainers and of training capacity and opportunities. Some police forces (for example, Kent) have innovated in Specials being trained to deliver driving training courses

and assessment. The design of courses can also present challenges, for example 3-week block courses for response driving, which can present challenges to availability for many part-time volunteers.

## Leadership models in the Special Constabulary

Rank arrangements vary quite widely across forces. Two forces do not have more senior ranks of Special Constables at all (Northumbria and Sussex). The other 42 forces have rank structures, but the models for how they work vary a great deal.

For the 42 Special Constabularies with ranks, the numbers nationally of Special Sergeant, Special Inspector, and ranks of Special Chief Inspector and above, are shown in the table below. The table shows that in those 42 forces with ranks, there is one promoted Special Constable for every six Specials. The proportion of female non-promoted Specials is 31.2%, but for promoted officers that reduces to 16.7%.

# Organisation, delivery models and resourcing

Rank (including 'Acting')	Total number	Male	% Male	Female	% Female	Ratio to non promoted Specials
Specials (without promoted rank, in the 42 forces with the rank structure)	9,964	6,854	68.8	3,110	31.2	1.0
Special Sergeant	1,041	839	80.6	202	19.4	9.6
Special Inspector	428	378	88.3	50	11.7	23.3
Special Chief Inspector and above	165	144	87.3	21	12.7	60.4
All promoted ranks	1,634	1,361	83.3	273	16.7	6.1

There were 36 forces at the point of the benchmarking survey with a volunteer Chief Officer role, four of which were vacant, meaning there were 32 Special Chief Officers. Of the eight forces without a Chief Officer, six still had a wider rank structure, whereas two (Sussex and Northumbria) have no formal rank structure. This figure for the number of volunteer Special Constabulary Chief Officers is broadly stable, similar to the numbers in the benchmarking survey two years previously in 2016. Only two of the 36 ranked Chief Officers are female, representing 5.6% of the total. This remains the same number as two years ago.

There is very little consistency or shared practice across forces in respect of ranks. How rank structures operate, and the degree of formal process relating to them, vary significantly. Some appointments to rank in forces remain ad hoc and informal, and some police forces have little or no policy or structure in relation to elements such as role design and descriptions, training, standards and expectations of supervision. On the other hand, there are some rank arrangements which are well structured and managed very professionally. Some forces have developed models of fixed-term appointment to ranks.

There is an ongoing national research project, led by the IPSCJ, exploring models of leadership and aiming to evidence future developments towards more consistent models.

## Reviewing and researching Citizens in Policing

Over the past two years, across the benchmarking surveys the 44 police forces identify collectively a total of 52 review/research exercises that have been engaged at force-level; 36 with a focus on the Special Constabulary and 16 focused on Police Support Volunteers.

Of the Special Constabulary reviews, 18 had been undertaken internally, and 18 by external universities or other partners. Regarding PSVs, 7 were internal and 9 involved outside input. In terms of external delivery of reviews, the IPSCJ delivered 11 reviews in forces during the two year period, and 11 forces undertook reviews, evaluations or similar research/consulting exercises with other external providers, primarily from the university sector. In terms of patterns in more focused review work, the most commonly focused upon element for review was Special Constabulary leadership, with 8 review projects at force level within the past twelve months having focused on rank structure and leadership in the Special Constabulary.

As reflected in the benchmarking report in 2016, there remains only limited sharing of findings and little sense of a 'hub' for learning from these various local review exercises. The IPSCJ is working to bring together colleagues across sectors to facilitate shared learning across both internal and independent reviews.



The national piloting programme consisting of 17 projects (none of which is counted in the above count of 52) is seeking to model a more cohesive and collaborative approach across CiP to researching and producing guidance and policy in relation to best practice.

The Volunteer Police Cadets have had a more nationally managed approach to data and research, with the initial VPC Police Innovation Fund programme including an integrated research project. The VPC also now has three multi-force sites, nationally coordinated, research and evaluation projects as part of the CiP national piloting work.

## Resourcing of Citizens in Policing: Limitations of the data

Whilst the benchmarking surveys provide a much more complete picture of staffing and finances in respect of Citizens in Policing than has been available previously, the data available is still limited. The challenges to the comprehensiveness of the current picture on staffing and resources are threefold:

- Issues of data quality, detail and completeness. It is clear that some of the force benchmarking surveys provide a great deal more detail than others, and there are question marks over some issues of completeness and quality. This likely reflects that figures, particularly for the financial element, are not always readily known or available at a force level in respect of Citizens in Policing;
- The difficulties of identifying and quantifying resource where these are not 'ring-fenced', both in terms of people and financially. There are significant draws on non-ring-fenced resources in many forces, particularly in respect of HR, recruitment and training;
- The complexity of some elements, particularly in relation to staffing. For example, there are some individuals who are both paid, but also volunteer, to deliver on VPC programmes, and some of the data at force level may count those same individuals twice and some only once.

There is a need for the development of more routinized, sophisticated and standardised capture of both the people and financial resources dedicated to CiP. This is important in terms of understanding the business case for aspects of CiP in clear financial terms.

## Staffing to support Citizens in Policing

Many forces have combined CiP teams, but a significant minority still have separate arrangements across VPC, PSVs and Special Constables. There has been a trend over the past two years of an increase in the number of forces developing combined structures and models that bring the elements of CiP together into a single-team approach in terms of support and leadership roles. There is evidence of this in just over three quarters of police forces.

In terms of posts supporting Citizens in Policing, there is a headcount somewhere between 300 and 350 across forces. The FTE will be slightly lower than that due to part-time roles. The majority of such roles are police staff, but there are a sizeable minority of Regular officer roles, and a smaller number of PCSO roles, across forces within CiP support. Volunteer inputs into CiP leadership and support are dominated by Special Constables who have more senior ranks; there are far fewer examples of PSV-type volunteer roles within strategic and support teams in forces.

There is a widespread variation in scale of CiP related posts across different police forces. There are some police forces, including ones which are towards the smaller end in terms of population, which have CiP teams of upwards of 10 posts. There are other police forces which have virtually no dedicated posts in relation to CiP at all. This means that CiP is very unevenly resourced across the country.

Similarly, there has been wide variation in trend of CiP leadership and support roles across police forces. The most common pattern over the past two years has seen some building of posts and resourcing. In two force settings in particular (Devon and Cornwall and Essex) there has been substantial building of CiP related posts (in the case of

# Organisation, delivery models and resourcing

the latter, primarily focused upon support of the Special Constabulary), reflecting additional targeted funding from Police and Crime Commissioners. More commonly, in several other police forces, contexts which had been operating with very limited resource have built up from one or two posts to form a greater team capacity. However, in the opposite direction, some police forces have reduced dedicated posts for CiP over the past two years, typically in the context of wider restructuring which has either delegated CiP support out to non-ring-fenced posts in operational localities or has combined CiP roles with other headquarters briefs around partnerships, neighbourhood policing or community safety.

As far as can be discerned from the data provided by police forces, the Special Constabulary still has the lion's share of coordinating and support resources, and Police Support Volunteers tend to have less dedicated support roles. The Volunteer Police Cadets have a sizeable number of people involved supporting the hands-on delivery of Cadet Units (discussed further below), but actually in many force settings the VPC is quite light in terms of dedicated coordinating and support roles at a force level.

## Wider staffing resources supporting Citizens in Policing

Beyond the dedicated posts delivering on CiP discussed above, there are many other roles in policing which play a part in delivering Citizens in Policing.

Most significantly, from the (somewhat patchy) data available, a reasonably conservative estimate would suggest an additional 40-50 HR, recruitment and similar roles across police forces where a substantial part of the role is CiP related. There are also an estimated additional 50-60 specialist trainer-related roles, where likewise CiP forms a significant part of commitment. These are primarily associated with initial Special Constabulary training, and mandated recurrent training for Specials in relation to first aid and officer safety. There are an estimated 50-60 senior roles, primarily police officers ranked Chief Inspector and above but also including some senior police staff roles

which, whilst not dedicated to CiP, have Citizens in Policing as a key element of their posting or portfolio.

In addition to the roles discussed, there are also a (difficult to define) wider range of roles which support in various ways, but where CiP will be a smaller part of role. It seems likely such posts number into the several hundred. Primarily in areas such as vetting and, again, in HR and learning and development.

## People delivering the Volunteer Police Cadets programme

Not surprisingly, given there are now 500 Cadet Units nationally, there is a substantial body of people engaged in supporting the 11,995 Volunteer Police Cadets nationally.

In terms of how data is collected, there may be some risk of counting a small number of individuals twice (for example, if the same individual supports the Cadets both in a paid and in a volunteer capacity). Putting that caveat to one side, the national data shows there to be 2,224 people involved in Cadets support. The vast bulk of these contributions will be part-time, and within that most for a few hours per week at most. Of that total number, 886 are paid for their contribution to the Cadets, and 1,338 provide their contribution as volunteers.

In terms of those paid to support Cadets, there are 61 full-time Regular officer roles and 606 Regulars paid for part-time contribution. There are 40 full-time paid police staff roles and 179 police staff who are paid to provide part of their time delivering VPC. The data is difficult to extrapolate likely costings from in terms of paid contributions to delivering VPC units, due to gaps in data on proportions of some part-time contributions in forces. However, a reasonably conservative estimate would suggest these roles to cost somewhere in the region of £6.5-7.5m (in terms of employment costs, a 'full economic cost' figure would be higher).

According to the data within the VPC annual census, of the 1,338 people who volunteer with Cadets, 448 are Regulars

---

and 215 police staff who give their time additionally for free, there are 168 Specials and 507 PSVs. These numbers differ slightly to those provided by police forces in the benchmarking returns, which suggests a slightly larger figure of 1,543 volunteers, of whom 735 were PSVs. Given this scale of volunteer contribution, this amounts to a substantial voluntary contribution of time, set alongside the paid financial costs outlined above.

As with most elements of CiP, support for Cadets is no exception in that there are widely varying pictures across different forces. Some forces appear to have very high levels of staff in the context of number of Units and of Cadets, whereas other forces seem to have very low levels of staff.

It is also clear that delivery models vary widely across forces, with some being primarily based on Regulars and police staff, and some primarily drawing from individuals outside of policing. In some forces Specials and PSV roles are a major element of VPC delivery, whilst in other forces much less so.

## CiP budgets at force level

As with posts and the staffing of CiP, there are similar challenges in establishing overall budget for Citizens in Policing. Almost half of police forces were not able to report an overall CiP budget, or identified that their budget figures were significantly incomplete.

A best estimate would suggest £25-30m as the overall CiP 'budget'. This figure takes into account what is known (as discussed above) about people resources, which will be the single largest cost, alongside figures provided by forces for other aspects such as equipment, travel and expenses, etc.

The two biggest cost areas driving that budget figure across CiP are the costs of delivery of VPC Units (as discussed above), and the costs of initial Special Constabulary training, recruitment and equipment. In reality, more broadly, VPC and Specials probably account for a large majority of CiP budgets, and PSV programmes

for a comparatively much smaller share.

## Regional and national resources

The vast majority of CiP resources are funded and delivered at a police force level, undertaking coordination or delivery roles within specific police forces. In contrast, there is very limited resource at a national or regional level across CiP. In reality, a handful of posts cover the CiP agenda at national level. There is very little budgeted resource at regional or national level; again, the vast majority of spend across CiP is within individual forces.

# Future plans for Citizens in Policing

This section of the benchmarking report looks at future plans for the development of Citizens in Policing, both nationally and across forces.

## Looking forward: Future plans for Citizens in Policing

A National Strategy for CiP was signed off by the National Police Chiefs Council in 2016. The national Citizens in Policing Strategy has a vision of "Connecting communities to policing and policing to communities." The Strategy encourages an expansion of imagination as to how volunteers can contribute to the aims of policing and wider society, and how the experience of being a volunteer in policing can be enhanced. The Strategy argues that the political, social and economic landscape lends itself to the development of creative and novel approaches which seek to maximise the use of volunteer time, skills and commitment. The Strategy focuses on raising profile of volunteers, widening opportunities, improving experience, and integrating volunteers further into the policing family. Across the elements of CiP, the Strategy focuses on building 5 Cs of capacity, contribution, capability, consistency and connectivity. There is a commitment to developing an evidence-based model across Citizens in Policing; and as one key strand of that to improve data quality and availability across CiP, a programme of work of which this benchmarking report plays a part.

Locally, it is estimated somewhere in the region of between a third and a half of police forces have some form of 'Citizens in Policing' Strategy, although these documents vary considerably in style and substance, and in some cases are more of an action plan than a strategy document. Overall, at a strategic level in many forces strategic documentation tends to be quite limited; this likely reflects some extent of lack of clarity in terms of direction and ambitions in respect of CiP. There is a varying degree to

which forces bring together the different elements of CiP in terms of Cadets, PSVs, and Special Constables. In some forces, in terms of strategy, resourcing and operationally, they still remain sitting quite independently from one another. However, the general trend nationally is for CiP strands to be 'coming together' in forces under a single strategic lead, and with a single strategic plan.

## Looking forward: Future plans for the Special Constabulary

There is a new National Strategy for the Special Constabulary, and forming out of that a national action plan shaped and overseen by a National Special Constabulary Working Group.

The National Strategy identifies a changing context for the operation of the Special Constabulary, and reflects that the Special Constabulary role and capability needs to evolve to meet new challenges:

**"Moving forward to the present day, there has been a significant change in the policing environment, therefore a reflection and re-evaluation of the national strategy is timely. The additional complexities of crime, emerging demands on the service and issues such as vulnerability and safeguarding are now a fundamental part of the role of the Police Service. While the previous strategy served us well it is time for a refresh and a re-evaluation of the strategy and its aims and values... What is clear, is that today only around 20% of the overall calls for assistance received by the police service is made up of traditional volume crime, with the remainder made up of public safety and welfare and non-crime incidents such as mental ill-health, concerns for safety and missing persons. Currently, a significant proportion of the training**

and development of Special Constabulary Officers is geared towards this 20% of demand, in terms of learning law definitions, powers of arrest and other procedural matters. While this is clearly important, it is also clear that some refocussing of energy is required towards the emerging demands upon the police service... Having a clear definition and understanding of where they are best able to add value will enable the deployment of the Special Constabulary""

The National Strategy emphasises the importance of 'imagination' and 'innovation':

**"Most importantly, we must continue to be imaginative and innovative, and be prepared to take a transformational approach to how properly skilled and motivated Special Constabulary officers can help keep our communities safe."**

The Strategy talks of the need to develop better 'pathways', both for those interested in longer-term volunteering ('career' Specials) and those motivated by future paid career opportunities as a Regular officer. Diversity is emphasis in the national Strategy: "The SC Working Group will undertake research and initiatives to ensure that the Special Constabulary continues to become more inclusive."

The Strategy sees as a priority 'raising the profile' of the Special Constabulary. Improving recognition and reward, supporting advocacy and representation models, closer integration, Specials being understood nationally and locally as an integral element of workforce planning, and widening opportunities. The roles Specials can perform are "limited only by our imagination".

There is a recognition of the need – reflected strongly across the findings in this benchmarking report – to strengthen elements of national consistency and common standards

## Establishment and strength of the Special Constabulary

Nationally, the national strategy is silent on the issue of targets or 'establishment' for the numerical future scale of the Special Constabulary, beyond emphasising that it sees future strategic development as needing not to be framed in numerical terms, and identifying risks of numerical-based strategies.

At a force level, in terms of ambitions for future numerical growth of the Special Constabulary, only a handful of forces currently speak a language of 'targets' or emphasise numerical growth as core to their strategies. However, a majority (29 of the 44) of the police forces have shared in the benchmarking surveys a desired or indicative 'establishment' figure for their Special Constabularies, which was set higher than their current 'strength' (the current actual cohort size). There has been little shift in the number of forces with an establishment figure over the past two years, with 31 forces sharing an establishment figure in the 2016 benchmarking surveys.

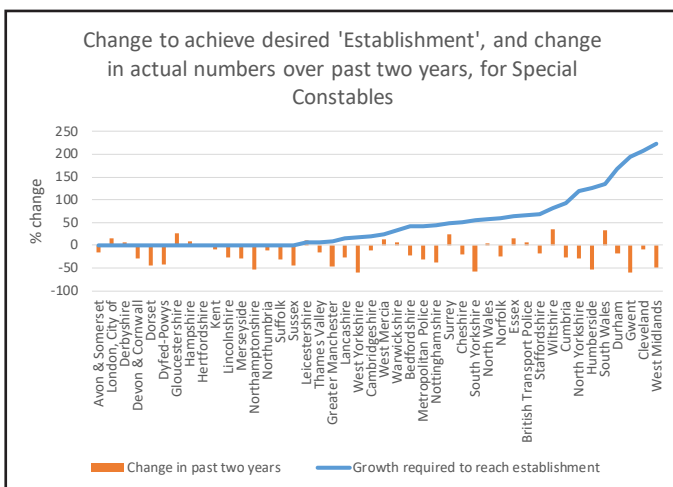
There does not, in most cases at least, appear to be strategic assessments, research or evidence applied to the setting of establishment numbers. In many cases they are 'rounded', often it seems to a nearest 100. Also, in many cases establishment figures seem to have been set a long time previously (a sizeable proportion of the same establishment figures were shared in the 2016 benchmarking surveys), suggesting they may not be subject to regular review and updated consideration.

The exact nature and status of the establishment figures within individual forces varies, and it would be unfair to characterise them all as representing a 'growth target'. Nevertheless, they do reflect ambitions for anticipated scale significantly above the size of current cohorts; cumulatively this gap between current 'strength' in the 29 forces being lower than desired establishment amounts to 4,571 additional Specials across England and Wales (just under 40% of the current total). The graph on the next page shows (in the line) the percentage change



## Future plans for Citizens in Policing

required in each force to reach establishment; alongside (in the bars) the percentage actual change in numbers over the past two years between March 2016 and March 2018. Those forces where the line is at 0% do not have an establishment figure. Sixteen forces have an establishment figure which is 50% above their current strength, with seven of those forces having a figure which reflects over 100% difference between current strength and desired establishment.



## The focus of recruitment plans for the Special Constabulary

Asked about future recruitment plans for the Special Constabulary more broadly, 30 of the 44 police forces reflected that they had recruiting priorities at force level for their Special Constabularies, albeit (perhaps oddly given the figures for establishment mentioned above) only four forces talked of numerical growth as an aspect of their recruitment priorities. The recruiting priorities given by the 30 forces who shared narrative priorities for recruitment were:

- Recruiting more BME Special Constables (16 forces, over half of the 30 who stated priorities);
- Recruiting more 'career' Special Constables (16 forces);
- Recruiting more female Specials (8 forces);
- Recruiting with specialist skills (3 forces) and with cyber and technical skills (4 forces);

- Building up models of Employer Supported Policing (3 forces)
- Other responses included recruiting more LGBT Specials (2 forces), Specials with disabilities (2 forces), direct entry roles (2 forces), retiring Regular officers (1 force), Specials with a particular interest in neighbourhood policing (3 forces) and students (1 force).

## Strategic priorities within forces for their Special Constabularies

Whilst the benchmarking surveys did not directly gather information on strategic priorities for Special Constabularies, the IPSCJ has undertaken work across a large number of different force contexts over the past two years. The below list reflects the most common aspects emphasised in force strategies for their Special Constabularies at the local level:

- Retention;
- Reforming and improving leadership and supervision, and reviewing rank arrangements;
- Integration;
- Diversity;
- Attracting and retaining 'career' Specials;
- Progressing Special Constables more effectively to Independent Patrol Status;
- Developing specialist roles;
- Reward and recognition.

## Priorities identified for the future by Special Constables

Key issues raised by Special Constables themselves quite consistently during research projects across multiple different force contexts include:

- Slow pace and bureaucracy of recruitment;
- A desire for more practical inputs and preparation during initial training;
- Better and more structured support during initial induction and capability development to IPS;

- Lack of ongoing CPD;
- Lack of opportunities to specialise;
- Problems with rank structures and leadership;
- Driving permissions and access to driver training;
- Access to, and equivalency of, IT and equipment;
- Issues of cultural integration with Regulars;
- Reward and recognition;
- Wellbeing and representation (in particular issues of support at times of complaint or injury);
- Limited structured support and duplication of processes and training for those on pathways to the Regulars.

## Issues forces would like to see focused upon nationally

Research work across a large number of forces points to a number of key issues that forces consistently identify they would wish to be focused upon at national level. These primarily relate to (i) achieving a stronger and clearer vision for the Special Constabulary, (ii) enhancing the profile of the Special Constabulary, and (iii) achieving greater consistency of policy and practice across the Special Constabulary. In terms of the latter, key elements consistently raised relate to achieving greater consistency and commonality of standards and practice across:

- Initial training;
- IPS definition, and related processes and competencies;
- Rank arrangements in Special Constabularies, including leadership training and standards;
- Specific aspects of practice where there is felt to be inconsistency and widespread duplication in the development of policy and practice, e.g. driving permissions and training.

## Modelling future role and priorities for the Special Constabulary

At a national level, demand analysis, undertaken by Ian Miller (Chair of ASCO) as a contribution to recent work to build a national Special Constabulary vision and strategy,

has explored areas of policing that might benefit most from the capacity and capability deliverable through the Special Constabulary.

The work concluded that demand for policing services is rising, broader policing resources are down with further challenges (e.g. the implementation of PEQF) likely to compound that, some increase in funding may be available but it is unlikely that will bridge much of the demand-resource gap, and that the Special Constabulary should be a key contributor of resources and specialists skills.

Key areas of potential national focus (in terms of this analysis of demand profile and identifying the potential capability and capacity of Specials) for the Special Constabulary identified from this analytical work included:

- Providing resources at times of peak demand;
- Tackling violence and knife crime;
- Response and detection of 'minor' crimes (aspects of which currently receive limited resource and response, but which can be significant in terms of victim experience and community confidence);
- Roads policing (enhancing resources in an area of policing where resourcing has markedly reduced over the strategic timescale, and in particular in relation to enhancing visible and pro-active roads policing, preventative activity, and supporting and freeing specialist resource to focus on e.g. complex investigations);
- ANPR
- Counter-terrorism, organised crime, human trafficking, fraud and cyber (all areas where the Special Constabulary can provide additional resource and specialist skills sets);
- Child sexual exploitation;
- Public order;
- Mental health.

Looking at force-level, there is a variable picture but in many forces there is little evidence of strategic consideration of 'role' and 'focus' for the Special Constabulary. Few forces have a strategy for the Special

# Future plans for Citizens in Policing

Constabulary which outlines 'why' the force has Specials, 'what' the role and focus of the Special Constabulary is, and how strategically the capacity and capability of the Special Constabulary is to be developed to meet those strategic requirements. This strategic gap in many forces mirrors the tactical gaps in tasking and deployment identified earlier in this report. Where forces have considered role, much of the areas of intended focus reflect those in the list above, with other additions, at a force-level, in thinking on the role of the future Special Constabulary including:

- Neighbourhood policing, community engagement, schools and young people engagement (recognising the importance, and recent trends of reduction in resourcing in many force contexts);
- Rural policing and engagement;
- Hate crime and engagement across diverse communities.

## Looking forward: Future plans for Police Support Volunteers

The national strategy for PSVs is currently being drafted. There is a commitment to make this strategy 'evidence-based'. The developments of the strategy are aiming to closely reflect the shape and priorities of the national CiP Strategy.

Most police forces seem to have little or no documentation at strategic level relating specifically to the development of their PSV programmes. Models for developing PSV programmes vary, but commonly police forces have a board and procedure for establishing new roles, which seem to vary in rigour and formality. It seems to vary across forces the degree to which the creation of roles is 'planned' or fits a wider strategic plan. In some cases contexts for role creation seem still to be relatively ad hoc. Having said that, there is clear trend towards more structured and governed models of role creation, and for such role creation to be 'business led', reflecting needs and demand from areas of the policing organisation.

Unlike is the case for Special Constables (discussed above),

the majority of police forces do not have an 'establishment' or 'target' figure in respect of the number of PSVs. The handful of police forces which do have such a figure have numbers quite significantly higher than current cohort.

## Looking forward: Future plans for Volunteer Police Cadets and the Mini Police

The VPC national strategy has future plans for further expansion of Volunteer Police Cadets, which is reflected in significant growth plans for Units and for numbers of VPCs over the next two years.

Some key areas for ongoing development include:

- Further strengthening approaches to Social Action, a clear strength of the VPC model;
- Curriculum and training development;
- Developing the evidence-base across VPC;
- Evolving the model, including growth of Mini Police and of Junior Cadets.



# Developing the data picture across Citizens in Policing

This section of the benchmarking report appraises the current picture of data across Citizens in Policing, and identifies key areas for future developments in respect of data, evaluation and research.

## The current strengths

This benchmarking exercise represents the most comprehensive gathering of data nationally across England and Wales for 'Citizens in Policing' to date. As a development from the 2016 benchmarking report, this report fully integrates data from the Volunteer Police Cadet census into the report. The report reflects a significant step forward in the data available across CiP. It provides a more comprehensive picture than is probably the case in any other international setting in relation to police volunteering.

## The ongoing challenges

There are however several key remaining strategic challenges in developing the data picture across CiP:

- There remain limitations of scope for the data. The data encompassed within this report primarily focuses upon 'direct' areas of police volunteering within policing organisations, such as Special Constables, Police Support Volunteers (PSVs), Volunteer Police Cadets (VPCs), and OPCC volunteers. This report still does not fully encompass the wider aspects of voluntarism around policing, where the management and support of those volunteering activities sits primarily beyond forces and OPCCs (e.g. Neighbourhood Watch, Community Speedwatch, Street Pastor schemes, Victim supporting volunteer roles, Crimestoppers, etc.). This is recognised as an area for development in future reports;
- The data presented in this report is most comprehensive for Special Constables, and is

least comprehensive in respect of PSVs and OPCC volunteers. This reflects that data remains relatively limited across PSVs and OPCC volunteers, with some key gaps in what police forces collect. There also remain challenges of data quality and consistency across forces. The data quality is highest for Special Constables and aspects of VPC, but is weaker for PSVs and OPCC volunteers.

- In respect of PSVs, there remain significant inconsistencies in definition and differences in approach across police forces, for example some forces include Community Speedwatch Volunteers in their numbers for PSVs, and others do not, which makes drawing direct comparisons of figures across police forces difficult;
- The data available remains primarily focused on numbers of volunteers, on the demographics and length of service of the volunteer cohorts, and on hours served. The future focus of the development of data strategically across CiP will be on developing broader dimensions of data on outputs, outcomes and performance across Citizens in Policing. A national pilot project (led by the IPSCJ and partnering primarily with Essex force, and engaging several others in data work) is currently developing such work in detail across the Special Constabulary. There is also national work to build a 'Value Framework' in respect of CiP activity across police forces.

