



Home Office

# FROM THE NEIGHBOURHOOD TO THE NATIONAL: POLICING OUR COMMUNITIES TOGETHER







# **From the neighbourhood to the national: policing our communities together**

Presented to Parliament by  
The Secretary of State for the Home Department  
by Command of Her Majesty  
July 2008

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## Foreword by the Home Secretary

**We ask the men and women who make up our police service to perform roles that are challenging, demanding and often dangerous. We expect them to do so professionally, to the highest standards and in circumstances that often tests them to their limits. There are few responsibilities that are more important in a democratic society and we must do everything we can to back them in this work and the fight against crime.**

**This Green Paper is the next stage of reform. Reform made possible by the fact that crime has reduced by 48% since 1995, reform made possible by record levels of investment in our police and others and reform now needed in order to further reduce crime and make sure that the public feel safe.**

**Reform that will mean giving the police more freedom and power and the public more say and action on crime in their streets and neighbourhoods.**

This Green Paper sets out a new vision for a 21<sup>st</sup> century police service that gives the police greater power and sets out a clear deal for what the public can expect from the police. It builds on the strong performance and successes that have already been achieved by the service and responds to calls from police professionals and others for greater freedom and flexibility. At the same time it responds to what the public expect of the police and the service they want to receive.

The proposals we set out in this paper reflect our enduring commitment to helping the police to deliver the public's expectations. At the heart of this relationship is the importance of empowering citizens through an

enhanced role for the public's voice in policing; driving professionalism in the service through greater freedom and discretion for all police forces to deliver increased public confidence; and ensuring a more strategic role for government.

In the 21<sup>st</sup> century there are new challenges for our police service: the expectations of local people and the need to ensure they are able to play their full part in tackling crime; the response to serious and organised crime and terrorism; the need to ensure the resilience of our police service; and the challenge of the police working together with local government, the Criminal Justice System (CJS) and others to deliver further reductions in crime across the country. I know how hard these challenges are and I am proud of our world class police service and their ability to meet them head on.

I am clear that our ambition for excellence in the police service cannot happen through top-down pressure alone. The public are the most important weapon in the fight against crime and if they are to trust the police to tackle the issues that matter most to them, we need to make sure they are better involved in an active partnership that helps decide what action needs to be taken locally to meet their concerns.

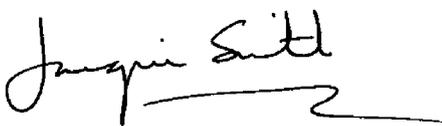
To deliver this ambition:

- We will create a new Policing Pledge – with both national and local elements – clarifying what we can each expect from our police service, and ensuring our voice is heard in setting priorities and influencing actions.
- We will step away from centralised performance management, and set only one top down national target for police forces – to deliver improved levels of public confidence.
- We will strengthen the democratic link between the public and the people who hold the police to account. We will introduce local directly elected Crime and Policing Representatives who will be responsible for ensuring that the police are tackling the priorities that concern us most.

- We will clarify who is responsible for what – nationally, regionally and locally (including being clearer about what each of the key partners are for and how their roles complement each other).

I am grateful for the many representations and contributions we have received from police professionals, local government, criminal justice organisations, community and victim groups and the public as the proposals in this Green Paper have developed. I am grateful to Sir Ronnie Flanagan and Louise Casey for the work undertaken in their Reviews.

I believe that there is now a compelling sense of direction for the future of policing in England and Wales, and I look forward to hearing your views on the steps we set out to engage citizens more fully, to increase professional discretion and professionalism in the police, and to create a more strategic role for government in policing.

A handwritten signature in black ink, reading "Jacqui Smith". The signature is written in a cursive style with a long, sweeping underline that extends to the right.

**Rt Hon Jacqui Smith MP**  
**Home Secretary**

# Executive summary

Effective policing is incredibly important to the daily lives of every citizen of our country, allowing them to live their lives in safety, confident that they are protected from crime and its effects, and that their security – national and local – is being looked after. As a public service costing £11bn a year and consisting of over 200,000 people, it is essential that we all play our part in helping the police to succeed.

British policing, with the Office of Constable at its heart, is admired around the world for its excellence and its integrity; its operations and reforms have been studied internationally and British officers are stationed in over 30 countries, supporting and training forces in locations from Iraq to the Caribbean.

Policing has undergone a transformation over recent years, responding to changes in the nature of crime and terrorism and to rising public expectations. It now has a more diverse workforce, in an increasing variety of new roles and specialisms, a strong culture of focusing on outcomes, and a whole range of new techniques and powers to deploy.

**This document is about how we can build on these foundations to further improve policing and the ways in which it can deliver for the public.** Its proposals, more than ever before, are based on ideas that have come directly from the public and police officers. Many of these ideas have been gathered through events organised by the independent *Review of Policing* led by Sir Ronnie Flanagan, Her Majesty's Chief Inspector of Constabulary,<sup>1</sup> and the *Engaging Communities in Fighting Crime* Review led by Louise Casey.<sup>2</sup> The formation of this document has also benefited hugely from the carefully prepared submissions supplied by the Association of Police Authorities (APA) and by the Association of Chief Police Officers (ACPO), as the professional leaders of the police service. This Green Paper responds to the challenges and recommendations contained in those reports and submissions.

The Green Paper focuses on seven key issues:

Chapter 1 is about the **local dimension**. It describes how the Government plans to build on the success of neighbourhood policing by giving the public more chance to drive local priorities and more information on what is being achieved. And it sets out proposals to improve the visibility and effectiveness of police authorities by allowing the public to elect a majority of their members directly from their communities.

This chapter is also about the related issue of **service standards to the public**. There is a great deal of evidence that, in too many parts of the country, the public think their interactions with the police often fall short of what they are used to in other public and private services. This is widely acknowledged to be one of the reasons the police do not have higher public satisfaction and confidence ratings and sometimes do not receive the credit they deserve for their successes in reducing crime and tackling offenders.

**Neighbourhood policing** is starting to have a positive effect, and some innovative pilot work has shown how forces can rethink their business to be more efficient and give the public a more personalised service, for example by making appointments at a time convenient to the individual. Together with the service, the Government wants to build on good practice to deliver a national pledge that guarantees the public some key service standards from policing, in the way that now happens in health.

Chapter 2 sets out Government plans by which the police service can cut **bureaucracy and red-tape and use technology** to free more officers to focus on the issues that matter.

Chapter 3 discusses the **officers and staff** who make up the police service and who are the key to driving policing forward. It sets out the distinct and complementary roles of police officers, Police Community Support Officers (PCSOs), other police staff and the special constabulary. It outlines plans to **develop and support the leaders of the service**, including chief officers and frontline leaders.

<sup>1</sup> Sir Ronnie Flanagan (2008) *The Review of Policing: Final Report*. London: Home Office. [http://police.homeoffice.gov.uk/publications/police-reform/Review\\_of\\_policing\\_final\\_report/flanagan-final-report?view=Binary](http://police.homeoffice.gov.uk/publications/police-reform/Review_of_policing_final_report/flanagan-final-report?view=Binary)

<sup>2</sup> Louise Casey (2008) *Engaging Communities in Fighting Crime*. London: Cabinet Office. <http://www.cabinetoffice.gov.uk/crime.aspx>

Chapter 4 explains improvements to the **development and deployment of the police workforce** to deliver better for the individual customer, for all our communities and for the public in general. It sets out work to focus on customer service and to ensure that forces listen to the frontline about how to deliver. It outlines the Government's approach on equality and diversity, on deployment to match demand, and on the responsibility of authorities and forces to get the workforce mix that will deliver the best service for the public.

Chapter 5 sets out **what the Government will do to support these changes**. This covers what decisions the Government thinks need to be taken at national level, and the role of the National Policing Board in doing so, and sets out those issues which the Government will leave to local level and regional collaboration. It also endorses the ongoing importance (as highlighted in the ACPO submission to the Review) of the tripartite policing structure, through which the Home Secretary, chief officers and police authorities jointly provide a carefully balanced governance arrangement for policing.

Chapter 6 discusses the progress that has been made in working across police forces to improve 'protective services' – the subject of the 2005 Her Majesty's Inspectorate of Constabulary (HMIC) report on 'Closing the Gap'<sup>3</sup> – and the further steps the Government will take to encourage progress in **collaboration and co-operation between forces**. The chapter also sets out our approach to **counter terrorism policing**, from preventing people becoming terrorists to protecting the country and **policing its borders**.

Chapter 7 outlines plans for a radical reshaping of national **performance management** arrangements, through changes in the relationship between central government and police forces, and between police forces and their local communities. New Public Service Agreements (PSAs) set out the Government's national objectives, and Local Area Agreements (LAAs) represent agreed local priorities, but to support the service in delivering the new Policing Pledge, **in future there will only be a single top down target for police forces – on improving public confidence** in whether local

crime and community safety priorities are being identified and addressed. Directly elected police authorities will have a stronger role in holding their forces to account, backed up by HMIC acting as a fiercer advocate of the public interest.

This is a Green Paper, which means there are significant areas where the Government wants to hear fresh ideas from the public, police officers and staff, alongside other areas where it is committed to action. In these areas, the Government would be grateful for the views of the public on how best to implement the proposals.

**The final chapter sets out, in more detail, how people can pass on their thoughts during the coming three month consultation period.**

<sup>3</sup> HMIC (2005) *Closing the Gap: A Review of the 'Fitness of Purpose' of the Current Structure of Policing in England and Wales*. London: HMIC. <http://inspectors.homeoffice.gov.uk/hmic/inspections/thematic/ctg/them05-ctg.pdf?view=Binary>

# Introduction

## UNIQUE CONTRIBUTION OF THE POLICE SERVICE

For more than 180 years we have asked the police service to protect us all and the communities we live in. Whether tackling crime and anti-social behaviour or protecting us from the serious threat of terrorism the police service continues to take the lead role in responding to these challenges, deploying a huge range of skills and knowledge as they do so.

Increasingly that work is about prevention, community engagement and reassurance. But the police are still, and always will be, the public service of last resort. They deal with some of the most difficult circumstances and individuals. They face traumatic events and life threatening situations, and in choosing to serve the public they accept restrictions on aspects of their private lives that we are able to take for granted.

Balancing these demands, exercising the coercive powers provided by Parliament, making fine judgements in seconds, and doing so with integrity and accountability – these are the skills at the heart of what we mean by the Office of Constable, held by all warranted officers from every Police Constable to each Chief Constable.

## STRONG RECORD OF DELIVERING SUCCESS

The recent record of our police service is strong, with significant, sustained improvements in crime and justice performance. Crime has fallen steadily since 1995, with a further reduction of 18% achieved in the last four years<sup>4</sup>, **exceeding** the target set in the 2004 Spending Review. Risk of being a victim of crime is at its lowest level since 1981. This has been achieved while the service has simultaneously adapted to meet an evolving terrorist threat; with forty two individuals being convicted of terrorist offences in 2007 alone.

The public trust the police and Louise Casey's *Engaging Communities in Fighting Crime* Review has shown that the public want to support them in tackling crime and anti-social behaviour. Too often, however, the successes that the police have delivered over the past years are insufficiently celebrated. While crime has fallen, a significant number of people believe that crime has risen when it has not.

53% of the public surveyed last year said that the police in their area were doing a good or excellent job<sup>5</sup>. This has risen gradually over recent years, in part thanks to the roll-out of neighbourhood policing. But the levels of confidence can, should and must be higher in all communities, regardless of race or gender. As this Green Paper shows, there are some fantastic examples across the country of situations where the police have developed innovative ways of delivering results that people value enormously. We need to build on that and ensure that they become the norm.

## NEW STRUCTURES

At the national level, important new agencies have been established, including the National Policing Improvement Agency (NPIA) (which works for the tripartite, through a Board that represents the interests of each) and the Serious Organised Crime Agency (SOCA). For the first time, the Home Secretary meets regularly with the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) to discuss policy at the National Policing Board.

## NEW POWERS AND TOOLS

Through legislation, the government has given the police new powers to tackle crime and terrorism, from Designated Public Place Orders (DPPOs) to extended powers in terrorist cases. Major new techniques and technologies have become widespread, including DNA testing, Automatic Number Plate Recognition, and the use of CCTV. New arrangements locally have strengthened the focus on the police working with other public agencies, on crime, justice and the management of dangerous offenders. And the police now have strengthened abilities to operate against criminal finances and money laundering, including the power to seize criminal cash.

## FUNDING

Record levels of funding have allowed police authorities in each force to invest to meet the challenges of recent years and the increasing challenges of the years to come. The 3 year funding settlement announced last year has given authorities and forces the security they need to plan ahead and the Government's move away from ring fenced funding has given the service maximum flexibility to decide how those resources can be best used.

<sup>4,5</sup> *Crime in England and Wales 2007/08.*

## FUNDING

Since 1997 the police service in England and Wales has benefited from a substantial and sustained increase in funding. Total government grants to the police have increased by 58 per cent (19 per cent in real terms) between 1997/98 and 2008/09.

This investment, together with the money contributed locally through the police precept, has been put to good use. There are now 14,000 more police officers than there were in March 1997 and nearly 20,000 extra police staff, who have enabled additional warranted officers to be released to frontline duties. There are now over 16,000 PCSOs, whose presence has been crucial to the successful roll-out of neighbourhood policing. These additional personnel have made a major contribution to the 48% reduction in crime, as measured by the British Crime Survey (BCS), since 1995.

Proper funding is essential to the operation of efficient and effective policing. Without adequate funding and further effort to secure full value for money, the police service, though it will continue to strive to provide the best possible service to the public, will be unable to achieve the improvements which have been experienced in recent years and which the public want.

On 6th December 2007, the Government announced the police funding settlement for the three years 2008/09 to 2010/11. Government funding for the police overall will rise by at least 2.7% in each of the three years from 2007/08 to 2010/11 which will enable the police to build on the advances made over the past decade. Equally importantly, a three-year funding settlement gives the police service certainty and stability on which to plan.

The funding settlement also continued the recent trend of moving away from ring-fenced funding pots. By moving away from earmarked funding, we have given police authorities and forces the flexibility to determine how best to use the resources at their disposal. The only significant remaining ring-fenced funding streams are for neighbourhood policing and counter terrorism. Funding for neighbourhood policing is increasing by £26m (5%) between 2007/08 and 2010/11 to ensure that neighbourhood policing is properly embedded. Funding for counter-terrorism, which is increasing by £107m (22.6%) between 2007/08 and 2010/11, remains ring-fenced because of the nature of the work which it supports.

As we indicated in the Government response to the consultation on *The Path to Citizenship: Next steps in reforming the immigration system*, which was published on 14 July 2008, the police service will be among the local service providers eligible to benefit from the new fund we are creating to assist in dealing with the short-term pressures of migration.

## THE POLICE FUNDING FORMULA

The bulk of Government funding for the police takes the form of general grant, which can be used for any purpose which police authorities see fit. It is distributed according to a formula which measures the relative needs of all police authorities in England and Wales and is drawn up in consultation with ACPO and the APA.

The application of the funding formula is affected by the operation of a damping mechanism which exists to ensure that no police authority suffers a sudden fluctuation in resources from one year to the next. In the current three-year funding settlement we have reduced the amount of damping which has enabled us to make progress towards fuller implementation of the funding formula.

In the Government's response to Sir Ronnie's Flanagan's independent *Review of Policing*, we made it clear that it is our intention to move to full implementation of the funding formula at the fastest pace that is compatible with ensuring the financial stability of all police authorities.

## PRECEPT

As well as funding provided by central government, police authorities obtain around a quarter of their income through the police precept which is raised locally through the council tax. The proportion of police income generated in this way has increased in the past decade and it is important to recognise the contribution that the precept has made to the growth in police numbers referred to above.

## REVIEW

Police grant for the three year period to March 2011 is now settled. In preparation for the next Spending Review we will review all Government funding streams for the police, including general grant, the remaining specific grants and central spending, as well as the funding formula itself, to see whether the mix between them is right, fair and affordable and whether a better way to match resources to need, which still preserves the financial stability of all police forces, could be found.

## EFFICIENCY AND PRODUCTIVITY

Forces have achieved significant increases in their efficiency. To get the most from their resources all authorities and forces will need to achieve the best possible efficiency and productivity gains. Performance in this area is strong. Average gains from 1999/2000 to 2004/2005 of 2.7% were achieved against a target of 2.0%, and the three year target of 3% per year set in 2004/5 was achieved a year ahead of schedule in March 2007.

The need to achieve further gains in the next three years will increase. This is reflected in the Efficiency and Productivity Strategy for the Police Service 2008-2011 which has been agreed by the Home Office, ACPO and the APA.

## BUREAUCRACY

Making sure police resources are focussed on the frontline where we know the public, and the service, want them to be is a key challenge for Government and the service. A key part of that challenge is the need to remove un-necessary bureaucracy and ensure that systems and processes are as light touch as possible. Working with partners such as ACPO, we have already achieved real success in this area: new roles, such as investigative support officers; new technology, such as handheld mobile data devices; and work to streamline data recording and form filling are already freeing up officer time and improving delivery. Sir Ronnie Flanagan set out challenging recommendations for doing more on this in his independent *Review of Policing*. Our full

response to those recommendations, and an update on the progress already made, is set out in this paper.

## PARTNERSHIP

Efficient and effective policing increasingly requires the involvement, support and expertise of a wide range of partners. Working in partnership has developed significantly over the last ten years – most notably through the development of Crime and Disorder Reduction Partnerships (CDRPs) and Local Criminal Justice Boards (LCJBs), each of which bring together local agencies to focus on how to solve crime and disorder problems in a joined-up way. These have, in addition, become some of the key strategic partnerships that interact with the broader Local Strategic Partnerships (LSPs) of all local delivery agencies. Partnerships are now seen as a key part of the delivery landscape, with the crime reduction agenda shared across a range of bodies.

## CHANGING CHALLENGES

Big challenges remain in building on these achievements. As globalisation and the advances of technology revolutionise the lives of the law-abiding majority, new opportunities open up for opportunistic and determined criminals alike. Organised crime across international borders, e-crime and the threat from international terrorism continue to grow. At home, the use of drugs and alcohol continues to be among the biggest causes of crime and puts some people at greater risk of offending, and of being a victim. Anti-social behaviour is often a major priority for the public, particularly in the most deprived communities. And there is more to do to reduce

re-offending and ensure that we continue to detect and punish crime appropriately.

The rapid pace at which new products and services come onto the market, and the speed with which offenders recognise and take advantage of new opportunities these might present for crime, highlights more than ever the important and increasingly complex crime prevention role of the police. The strategic role of the crime analyst has grown as a consequence. Their ability to identify emerging hot products and services, hot spots, and repeat victims is critical in driving a rapid and sustainable preventive response. CDRPs provide the context in which action can be taken locally, but there will be times when action is needed at a national level, for example working with a particular industry or business sector to design out crime from a specific product or service. We need increasingly to ensure that big business plays its part in crime prevention as well as local partners.

### **CHALLENGING THE PERCEPTION GAP**

Tackling crime is the most important issue for the public and we know that the public remain unconvinced that crime has gone down and are understandably alarmed by the few, but high profile, incidences of serious crime and the wider problems. If crime falls but people do not have the confidence that this is happening in their neighbourhood, their quality of life is affected and the benefits of reduced crime are not realised. This matters because it undermines our efforts to engage the community through crime reporting, intelligence gathering and community engagement activities.

### **HOW WE ARE ALREADY HELPING THE SERVICE TO TACKLE THESE CHALLENGES**

Across Government we are working to ensure that these challenge are being met, and that we are building the capacity and capability to meet the new challenges that the future will bring.

Our crime strategy *Cutting Crime: A New Partnership 2008-11*, was developed with local practitioners and builds on the learning from the last ten years. It sets out the priorities for the next three years and how we will consolidate the record investment of recent years, to ensure that resources are used as effectively as possible.

It also set out our clear desire for a new and more mature way of working between the Government, police authorities, Chief Constables, local authorities and others working to reduce crime.

Our National Security Strategy explains how, amongst other challenges, we face a serious and sustained threat from international terrorism. It also sets out the Government's strategy for countering this threat (known as CONTEST), which is based around four specific objectives:

- Pursue: stop terrorist attacks;
- Protect: strengthen our protection against attack;
- Prepare: mitigate the impact of attacks; and
- Prevent: stop people becoming terrorists or supporting violent extremism.

The police service is unique in making a vital contribution to all four of these objectives – investigating terrorist networks, protecting public places, responding to incidents, and working with communities to challenge violent extremism.

The new relationship that was set out in the Crime Strategy is already being delivered. Government is now less 'top down', more focussed on outcomes and adding value, helping the police and local partners to deliver effectively against local priorities and against the most serious issues that can, and often do, have such a damaging effect on our communities. Perhaps the most powerful example of that in recent times has been the challenge of youth crime.

Youth crime is a key concern for many members of the public. The Government together with ACPO and the APA are all committed to involving young people in identifying and delivering the solutions for tackling youth crime and the benefits of the police working with young people are equally clear. This is why the Government has set out its Youth Crime Action Plan – highlighting the lessons that we have already learnt and setting out how we can do more to tackle this issue.

Getting the balance right between local flexibility and seriousness lies at the heart of our new Public Service Agreements (PSAs).

The PSAs set out cross-government priorities for 2008 to 2011. The priorities set out in the crime strategy and the new public service agreements to ‘make communities safer’ (PSA 23) and ‘reduce the harm caused by alcohol and drugs’ (PSA 25) are a reflection of what has been learnt over the last decade about what works in tackling crime, the views of delivery partners and, of course, priority issues for members of the public. The PSAs represent a more sophisticated way of achieving joint working. Ensuring effective coordination from government departments is being driven at the highest level by a new National Crime Reduction Board chaired by the Home Secretary.

The Government’s vision is for a Criminal Justice System (CJS) that puts victims at its heart and in which the public are confident and engaged. It will be effective in bringing offences to justice through simple and efficient processes. The CJS has a key role to play supporting the Crime Strategy. Catching and convicting criminals helps to deter crime and re-offending, and reduces the overall incidence of crime, making communities safer places in which to live and work. PSA 26, to ‘deliver a more effective, transparent and responsive criminal justice system for victims and the public represents the high-level measures of success for the CJS strategy.

Central to all of this work is our commitment to deliver tailored, flexible and local responses to the public’s priorities. Chief police officers have been driving this focus through neighbourhood policing and other programmes. Louise Casey’s *Engaging Communities in Fighting Crime* Review, along with the ACPO submission to the Green Paper, set out clear analysis that the public want a much simpler and straightforward deal with the police.

That new deal must start with, and be rooted in, the local priorities set by local people. Neighbourhood policing teams, working together with local communities, will increasingly be the public face of that deal. This Green Paper sets out proposals for a new policing pledge which will be developed in partnership between the police and

local people. It will clearly set out local priorities, information about the local neighbourhood policing team and information about how members of the public can contact their local neighbourhood policing team, and what response they can expect when they do.

We want to help the police to focus on the local and on the serious. Giving the police the space and flexibility to do both, and to do so in the way that responds best to public concerns is a key element of this Green Paper. We will be setting out a range of new proposals focused on providing that help.

Central to those proposals will be the move to a new single top down target for police forces in England and Wales. That target will focus every force on improving public confidence in whether they are identifying and addressing the community safety issues that matter most in each local area, with future performance being measured more frequently and at a more local level.

## **SETTING OUT HOW WE WILL CONTINUE TO HELP THE POLICE SUCCEED**

This paper recognises and celebrates the huge successes that have already been delivered. It highlights the excellent work that is already being done across the country and sets out how we will ensure that it becomes the norm. In looking to the future it acknowledges the scale of challenges that the police will face and sets out key new proposals for helping the police to succeed.



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# Empowering citizens

## Chapter 1: Improving the connection between the public and the police

*People have reasonable expectations about the service the police should provide and know what they want from the police locally and so we will implement clear service standards and make it easier for them to influence the **setting of local priorities** through: the police commitment to implement a **new Policing Pledge**; embedding **neighbourhood policing** into the broader management of local neighbourhoods; and through being able **directly to elect the individuals** that will both Chair their local **Crime and Disorder Reduction Partnership (CDRP)** and **form the majority on their police authority**.*

- 1.1 Effective and responsive local policing of communities is vital to provide a successful police service that delivers what the public needs. It is the bedrock of policing, with patrols that provide visible reassurance to communities, act as a deterrent to criminals and offer a critical way for the public to keep in touch.
- 1.2 The push to make police forces and other key public services more accountable to local people is an important part of the recently published White Paper on Empowerment, *Communities in Control: Real people, real power*. This sets out how the Government wants to pass power into the hands of local communities; generating vibrant local democracy and giving real control over local decisions and services to a wider pool of local people.
- 1.3 As the Association of Chief Police Officers (ACPO) argued in their submission to the Green Paper, local community policing has been at the heart of policing in this country for decades. Now that the neighbourhood policing programme has been rolled out across England and Wales every community has access to a dedicated local team

that is engaging with them to understand their priorities and tackle them. This is a massive achievement by ACPO, police authorities and the Government working in close partnership. Already, over 60% of the public are aware of neighbourhood policing and are increasingly becoming involved with their local teams – through public meetings, phoning them about community issues and informal contact on the street.

1.4 Both Sir Ronnie Flanagan’s and Louise Casey’s recent Reviews have emphasised the tremendous value that the public place on their local neighbourhood policing teams.<sup>6</sup> They have also each, in different ways, posed some risks and challenges if the programme is to be embedded in the long term so that it becomes a truly fundamental part of policing everywhere.

1.5 In particular, they have both emphasised the importance of linking neighbourhood policing teams very closely with their local council, so that they can tackle problems together. They have noted that the value that the public place on Police Community Support Officers (PCSOs) is not always matched by media portrayals and that the government, with the service, needs to be clearer about the role that they should play. They have also both emphasised very strongly that, while the public regard local policing as crucial, many people’s experiences of policing will be through contact with the officers responding to calls. When people think of policing in their neighbourhood they are thinking about the whole police service – they do not differentiate neighbourhood officers from those responding to 999 calls or investigating crime (which some forces have reflected in the way they provide an integrated policing service).

1.6 The opportunities that neighbourhood policing offers must be matched by a strong commitment to delivering a new kind of service to the citizen in all aspects of policing, from when they are the victim

of a crime to when they come forward as a witness and from when they visit their local police station to when they attend a neighbourhood meeting. As Sir Ronnie Flanagan said in his independent *Review of Policing*:

“Where government has so often focused on the question of how to deliver against priorities identified locally and looked to amend partnership arrangements and performance regimes to address that perceived delivery gap, it would seem that the real focus should be on the treatment of individuals during the processes that exist. This it seems would have the biggest influence on confidence and satisfaction, which would, in turn, have the biggest impact on trust and the credibility of delivery agents (police or other partners).”<sup>7</sup>

1.7 But this alone will not be enough, if the public is not also given a stronger say in holding the police to account locally. This chapter therefore sets out how the government intends to respond to Sir Ronnie Flanagan’s three key areas for improving the public’s sense of connection with, and confidence in, the police:

- **Answerability** – the ways in which the police consult people about their priorities and actions, for example at a local public neighbourhood policing meeting.
- **Responsiveness** – ensuring that the police respond quickly and efficiently to people’s concerns in a way that leaves them satisfied that their problems have been taken seriously and tackled wherever possible.
- **Structural accountability** – formal, institutionalised relationships, such as the role of a police authority in improving the performance of a police force.

1.8 Sir Ronnie Flanagan recommended that, while there is excellent practice across the country, all three of

<sup>6</sup> The public’s strong support for their local neighbourhood policing team was also picked up in the ACPO and APA submissions to the Green Paper.

<sup>7</sup> Sir Ronnie Flanagan (2008) *The Review of Policing: Final Report*. London: Home Office.

[http://police.homeoffice.gov.uk/publications/police-reform/Review\\_of\\_policing\\_final\\_report/flanagan-final-report?view=Binary](http://police.homeoffice.gov.uk/publications/police-reform/Review_of_policing_final_report/flanagan-final-report?view=Binary)

these areas need to be improved if the public are to engage more with the police and everyone is to receive excellent policing services. The Government agrees with Sir Ronnie Flanagan and wants to go one step further in making sure that anyone who is not happy with the police service they are receiving knows to whom they can take their issue and can be confident that it will be addressed.

- 1.9 Louise Casey's *Engaging Communities in Fighting Crime*<sup>8</sup> Review adds another dimension – that of the indirect connection between the police and public. Many people never interact with the police but will have a view on policing and crime in their area. This view will be influenced by how the police operate and engage with others. It can itself cause a sense of victimisation and impact on the quality of life.
- 1.10 The *Engaging Communities in Fighting Crime* Review by Louise Casey includes a number of proposals to make this connection more direct – making policing more accessible, providing more information to the public on crime in an area and joining up with local authority and criminal justice services at a neighbourhood level to make progress and action more visible. The Home Office has considered Louise Casey's Review, (along with recommendations from Sir Ronnie Flanagan, ACPO and the APA), and details on next steps are set out in this Green Paper.

## ANSWERABILITY

### *Neighbourhood policing*

- 1.11 Together, the Government and ACPO, along with police authorities, has already made a strong start in delivering against our commitment to make policing more locally responsive – one of the most visible examples of this is the introduction of neighbourhood policing. Our shared commitment to have a neighbourhood policing team in every area by March 2008 has been met. With 3,600 teams, 13,500 Sergeants and Constables and around 16,000 PCSOs across England and Wales, neighbourhood policing teams now sit at the heart of every community and the community is at the heart of every team.

- 1.12 What this means in practice is that for the first time ever, every household across the country now has a dedicated police team to solve local problems and **has a name and contact number for their local team**. But having the teams in place is only the first step in delivering the full ambition for neighbourhood policing. Getting out on the frontline, understanding and focusing on the issues that concern people on a daily basis on their street, quality of service in every interaction, solving problems with partners and keeping the public informed on progress, are all central to this.



*Courtesy of Avon and Somerset Constabulary.*

### CASE STUDY – BURNLEY, LANCASHIRE

In Trinity Ward, Burnley, Lancashire the neighbourhood policing team already works closely with the neighbourhood manager. Through monthly public meetings as well as leaflet drops, door knocks and surveys as well as citizen panels the local priorities of environmental crime (fly-tipping, graffiti, dog fouling), anti-social behaviour (particularly youth-related) and street level drug-dealing were identified. Working with 25 partner agencies there were joint patrols, community clean-ups, school visits, youth diversion and use of enforcement activities and residents were kept informed about progress through public meetings, leafleting, weekly newsletters and posters.

Over the year criminal damage had reduced by 16 per cent and the crime rate by 5 per cent. The percentage of residents who would speak positively of the area had increased by 85 per cent.

<sup>8</sup> Louise Casey (2008) *Engaging Communities in Fighting Crime*. Cabinet Office: London.  
<http://www.cabinetoffice.gov.uk/crime.aspx>.

- 1.13 For some forces delivering the full ambition for neighbourhood policing is now clearly a reality, but we know that there is still work to be done before this is seen in all areas.
- 1.14 All good neighbourhood policing teams focus on being easily accessible for their communities – most of their time will be spent on patrol or engaging with their local communities through a range of public meetings – as well as dealing with neighbourhood problems. The important point about accessibility is that it allows the teams to understand and agree what their local priorities for action are with the public – as well as informing them what action has been taken/progress made to tackle crime and anti-social behaviour in the area.
- 1.15 Louise Casey's *Engaging Communities in Fighting Crime* Review emphasises the importance of a more standard approach across the country to build confidence in neighbourhood policing and achieving greater consistency will be an important challenge for the next phase of neighbourhood policing. However, greater consistency must not be at the expense of local flexibility to meet the needs of different communities and neighbourhoods as it is just this flexibility that allows for the strong neighbourhood level accountability model to operate effectively.
- 1.16 By matching the working practices of a neighbourhood team – patrol, meetings, information etc – to the needs of an area, community participation will increase. Greater consistency around issues such as terminology, role of PCSOs and involvement of local government and other criminal justice agencies will then complement the flexible neighbourhood working. The new Neighbourhood Crime and Justice Adviser will work with ACPO and the APA, alongside the National Policing Improvement Agency (NPIA), to see how best to deliver greater consistency.
- 1.17 **We remain absolutely committed to neighbourhood policing as the bedrock for local policing in the 21st Century.** Louise Casey's *Engaging Communities in Fighting Crime* Review found that the public want a better relationship with the police – with every household hearing from and able to contact and influence local neighbourhood policing priorities – the very essence of a good neighbourhood policing approach. We have already demonstrated our support by investing over £1b in the introduction of neighbourhood policing and PCSOs.
- 1.18 Sir Ronnie Flanagan made clear in his *Review of Policing: Interim Report*<sup>9</sup> that, at this stage in the development of neighbourhood policing and the role of the PCSO, it was crucial that there be greater certainty around the sustainability of funding. We have already acted on that recommendation and extended the ring-fenced funding for this financial year. However, after further consideration **we can also now confirm that the ring-fence will be maintained for at least the coming three years, thereby giving forces the stability and reassurance they needed. Following the submission from ACPO, the Government will review this position at the end of the three year period.**
- 1.19 Securing the continuation of the ring fenced funding, however, is only the first of a number of steps we now intend to take in order to maintain and develop the PCSO role and to better recognise and celebrate the huge contribution PCSOs make to neighbourhood policing. These crucial next steps are informed by the evidence gathered through both Louise Casey's *Engaging Communities in Fighting Crime* Review and the ACPO commissioned and led NPIA PCSO Review, both of which made important and helpful recommendations.
- 1.20 First and foremost **we need to be clear about the core PCSO role and how that complements, but does not replace Police Constables.** We have always maintained that PCSOs have a distinct and separate role, based on high visibility patrol, reassurance, community engagement and problem solving, which allows them to support Police Constables who rightly have the more wide-ranging, coercive powers. We remain convinced that this is

<sup>9</sup> Sir Ronnie Flanagan (2007) *The Review of Policing: Interim Report*. London: Home Office.  
[http://police.homeoffice.gov.uk/publications/police-reform/Review\\_of\\_Policing\\_Interim\\_1.pdf?view=Binary](http://police.homeoffice.gov.uk/publications/police-reform/Review_of_Policing_Interim_1.pdf?view=Binary)

still the most valuable contribution PCSOs can make to local policing. They are at their best when working in a neighbourhood policing team.

1.21 However, we recognise that there is some confusion around the role of PCSO, as evidenced by some of the responses to the *Engaging Communities in Fighting Crime* Review. Often because of this confusion, PCSOs receive a negative and wholly undeserved press at the national level. Some of the charges levelled at PCSOs – that they lack sufficient powers, are ineffective and are in some way “policing on the cheap” are neither accurate nor fair and are indicative of the perceived lack of clarity around the role.

1.22 We have already considered the need for further clarity around the role of PCSO through the PCSO Review<sup>10</sup>, and in partnership with ACPO and the APA, we have now agreed a core role and principles. PCSOs will either be integrated into a neighbourhood policing team (normally geographic but could be for a defined community of interest, for example, Safer Transport Teams), or deployed to directly support neighbourhood policing teams in their neighbourhoods. PCSOs will spend the majority of their time within neighbourhoods and not in the office or police station.

### CORE PCSO PRINCIPLES

PCSOs will:

- Undertake public facing non confrontational duties in uniform;
- Visible in the communities on foot or cycle patrol (vehicle if a rural community);
- Deal with Anti-Social Behaviour, low-level crime and incidents, local problems/priorities and quality of life issues;
- Support and improve service to victims and vulnerable people; and
- Conduct engagement and problem solving activity.

1.23 We believe this core role and principles meets the criteria expressed in the PCSO Review and the *Engaging Communities in Fighting Crime* Review, where the key factors for PCSOs to be seen as doing a good job were, “visibility in the community, acting as a deterrent and reducing crime and anti-social behaviour... reassurance, approachability, problem-solving and talking to young people...”<sup>11</sup>. **This core role also provides the blue print for greater standardisation across England and Wales and this will be supported by moves to greater standardisation in areas such as uniform, powers and training for PCSOs.**

1.24 Both the *Engaging Communities in Fighting Crime* Review and the PCSO Review looked at PCSO powers. As of December 2007 all PCSOs have been designated a suite of 20 standard powers, with a further 22 powers available to them at the discretion of the Chief Constable. This reflects the need for flexibility at the local level – where neighbourhood policing teams are providing a much more bespoke local service dictated, to a large extent, by locally identified priorities. However, it is clear from Louise Casey’s *Engaging Communities in Fighting Crime* Review that for some members of the public there remains a degree of confusion about what powers PCSOs have available to them.

1.25 **We will move quickly to remove this confusion and will conduct an evaluation of both the standard and discretionary list of powers to establish exactly what powers PCSOs are using. This will be concluded by the end of 2008. A critical element of this evaluation will be a public consultation on PCSO powers through this Green Paper.**

<sup>11</sup> NPIA Review of Police Community Support Officers.

<sup>12</sup> Louise Casey (2008) *Engaging Communities in Fighting Crime*. Cabinet Office. London. Chapter 3, page 30. <http://www.cabinetoffice.gov.uk/crime.aspx>



*Courtesy of Staffordshire Police.*

#### PCSO STANDARD POWERS:

- Issue fixed penalty notices for littering, dog control orders and cycling on a footpath.
- Require name and address where they have reason to believe person has committed a relevant offence or relevant licensing offence, for anti-social behaviour, road traffic offences, possession of drugs.
- Confiscate alcohol from persons in designated places and from under 18s.
- Seize tobacco from under 16s.
- Seize drugs.
- Enter and search premises to save life or prevent serious damage to property.
- Seize vehicles used to cause alarm.
- Remove abandoned vehicles.
- Stop cycles.
- Control traffic.
- Carry out road checks.
- Place traffic signs.
- Enforce cordoned area under the Terrorism Act 2000.
- Photograph people away from a police station.
- Stop and search in an authorised area under the Terrorism Act 2000.

1.26 Other important recommendations from the PCSO Review will also see us achieve greater standardisation of uniform and training. These are important changes – making PCSOs easily and instantly recognisable as a distinct and important part of the wider police family, and offering the guarantee of both a consistent and high quality service, whether you are in Hackney, Hereford or Huddersfield.

#### PCSO DISCRETIONARY POWERS:

- Issue fixed penalty notices for disorder, truancy, excluded pupil in public place, dog fouling, graffiti and flyposting (5 separate powers).
- Detain person (for 30mins if awaiting an officer or can accompany to police station if requested) who does not give name and address when required to do so.
- Enforce byelaws.
- Deal with begging.
- Enforce certain licensing offences.
- Search detained people for dangerous items.
- Use reasonable force in relation to a detained person or to prevent a detained person making off.
- Disperse groups and remove under 16s to place of residence.
- Remove children contravening bans imposed by a curfew notice to place of residence.
- Remove truants to designated premises.
- Search for alcohol and tobacco.
- Enforce park trading offences.
- Enter licensed premises (limited).
- Stop vehicles for testing.
- Direct traffic for the purposes of escorting abnormal loads.

1.27 Of course neighbourhood policing is still a relatively new approach – some areas of the country have only had their team in place since March this year – and the challenge is to embed it fully and realise its full potential. As highlighted by Louise Casey’s *Engaging Communities in Fighting Crime* Review, there is much opportunity here to build on the key strengths of neighbourhood policing – public engagement, visibility at local level and work to tackle neighbourhood priorities. The next phase of neighbourhood policing will concentrate on integrating with other services at a neighbourhood level to better tackle community problems as well as becoming the “face” of engagement with local communities for the wider criminal justice service. When integrating with other services it will be important not to dilute the neighbourhood policing approach but rather continue to focus on engaging with communities and tackling their priorities.

### *Working together locally*

1.28 There have been major improvements in partnership working at both force and local level to reduce crime. Crime and Disorder Reduction Partnerships (CDRPs) in England and Community Safety Partnerships (CSPs) in Wales were introduced in 1998 and are now a key part of the local delivery landscape. CDRPs and CSPs have continued to evolve as an effective way of working together with many partnerships now operating jointly across the crime and drugs field. There are now 370 CDRPs and CSPs across England and Wales. CDRPs and CSPs played significant roles in the recent reductions in crime. However, this work is not always visible to the public at a neighbourhood level or sufficiently responsive to the very local priorities. Both Sir Ronnie Flanagan and Louise Casey agree that the local council is the key partner for the police in tackling crime and anti-social behaviour issues. And this same point was made very clearly in the ACPO submission to the Green Paper.

1.29 Working together in partnership is increasingly pertinent as we know that many of the local priorities identified for neighbourhood policing

teams by local communities and through Local Area Agreements (LAAs) are not policing issues and require a partnership approach – most notably with local authorities but also schools, health and criminal justice agencies – if they are to be tackled effectively. This is something that Sir Ronnie Flanagan again made clear in his *Review of Policing: Interim Report* when he said that neighbourhood policing will only be successful if integrated with wider neighbourhood management. Louise Casey’s *Engaging Communities in Fighting Crime* Review strongly endorses this recommendation as the police and local government need to coordinate to tackle crime and create safe, strong communities. They also emphasise that in order to deal with the range of problems and offer solutions this integration must:

“[bring] together local policing with the broad range of local services – provided by local councils, housing associations and others, that contribute to community safety by tackling crime and anti-social behaviour.”<sup>12</sup>

1.30 Following Sir Ronnie Flanagan’s recommendation, the Home Office has been working with colleagues from Communities and Local Government (CLG), ACPO, the APA, the Local Government Association (LGA), Regional Improvement and Efficiency Partnerships (RIEPs) and the NPIA to identify those areas where effective partnership working at the neighbourhood level is already happening. Good practice will define a set of core principles, complemented by a degree of local flexibility to meet local needs. Whilst we are still scoping what good practice is the core principles will include:

- Strong local leadership at strategic level to drive integration.
- Clearly defined and agreed neighbourhoods.
- Shared and publicly-negotiated local community safety priorities.
- Shared information, feedback and communication processes.

<sup>12</sup> Louise Casey (2008) *Engaging Communities in Fighting Crime*. Cabinet Office. London. Chapter 3, page 30. <http://www.cabinetoffice.gov.uk/crime.aspx>

- Teams consisting of police, local authority and other relevant organisations – coordinated working to tackle problems effectively. If possible team members should work out of the same office.
- Evidence-based deployment of resources.
- Nominated officers in police forces and local authorities to act as contact points on joint action and drive integration of engagement and service delivery.
- A neighbourhood lead (e.g. neighbourhood manager or coordinator).
- Strong joined up community engagement with local authority involvement at neighbourhood policing public meetings and vice-versa (building on the success of Police and Community Together – PACT – meetings).

1.31 Louise Casey's *Engaging Communities in Fighting Crime* Review proposes that for integration to deliver better services to the public the police need to do the 'policing' element and local government the 'neighbourhood' element – they must lead strategically on the preventative side. To make integration happen the Home Office and CLG – together with ACPO, LGA and APA – have agreed that local areas need some support. This support will promote existing best practice and be delivered locally by NPIA, forces, LGA and the Improvement and Development Agency (IDeA) – working with the Regional Improvement and Efficiency Partnerships. This work will start this year. In Wales, the development of Local Service Boards and the Welsh Assembly Government's wider public sector reform agenda will take forward the integrated approach.

1.32 To underpin integration, the Home Office will support the use of participatory budgeting involving local community safety resources. The participatory budgeting process ensures that the views of the local community are built into the decision-making process to direct the use of resources; a National Strategy on Participatory Budgeting will be published by CLG shortly. By

giving people greater influence over how resources are used we will increase their participation in making their community safer. The recently published white paper *Communities in Control: Real People – Real Power* sets out a range of powerful proposals for empowering local people to become more involved in local matters and influence local decisions. **The Home Office and CLG, working with volunteer police forces and local authorities and building on existing participatory budgeting schemes, will pilot Community Safety Participatory Budgets in a few forces this year. This will build understanding of what works best and inform wider roll out in 2009.**

1.33 A variety of models is possible within the participatory budgeting framework and a one-size-fits-all approach would not be in keeping with the character of local decision-making. Further work is needed to establish a clear and agreed set of criteria for extending Participatory Budgeting into the policing context and we would welcome views. **We are also considering whether some forces might choose to allow participatory budgeting principles to be applied to their portion of money recovered from criminals under the Proceeds of Crime Act 2002. Such a process could help establish firmer links between tackling crime and improving neighbourhoods such that justice would more clearly be seen to be done.**

1.34 The Home Office Neighbourhood Crime and Justice Adviser will help drive forward this work at a local level, working closely with ACPO and the APA nationally.

### *Citizen Responsibility and Community Participation*

1.35 Both neighbourhood policing and a more integrated neighbourhood service relies heavily on the active participation of the local communities to make them work. Louise Casey's *Engaging Communities in Fighting Crime* Review says with the right services in place the individual citizen can be empowered to play their

part in tackling crime. This can include: reporting crime, taking personal responsibility for their own safety and behaviour, being a good parent, being neighbourly and playing an active part in the community.

1.36 The Home Office will take forward Louise Casey's proposal by supporting community groups to play a stronger role in tackling crime through the Community Crime Fighter programme. This will be an opportunity to increase the visibility and effectiveness of the many and diverse local groups already working in the community – such as neighbourhood watch – and to extend involvement into new areas and to involve citizens not currently involved.

1.37 One way to reach out to a wider audience to encourage active involvement will be the new "Crime Watch" style information packs the Home Office is developing. These will incorporate what individuals, families and communities can do to make communities safer – anything from where to report anti-social behaviour, what information on what local services are provided for victims of crime, or how to volunteer to become a neighbourhood police team panel member or even a Magistrate.

1.38 The Neighbourhood Crime and Justice Adviser will take forward both the Community Crime Fighter Programme and the "Crime Watch" style information.

1.39 Part of the answer to tackling local problems is to ensure that the police are joined in their approach by agencies that deal with offenders on their return from prison – this was a theme drawn out very clearly by ACPO in their submission to the Green Paper. Reducing re-offending is an increasing priority for CDRPs/CSPs and Local Strategic Partnerships (LSPs), which are the focal point to bringing together and co-ordinating the actions of housing, health services, local authorities and other key players to help resettle and rehabilitate offenders. **In order to encourage and formalise this work, we propose making two changes to CDRPs/CSPs:**

- Add, by statute, probation trusts to the list of 'responsible authorities'. Currently police, police authorities, local authorities, fire and rescue authorities and primary care trusts are responsible authorities, whereas probation is defined as a 'co-operating body; and
- Expand the statutory duties of CDRPs/CSPs to include reducing re-offending.

1.40 A more responsive and accountable police force will involve all parts of the community, including young people. We know that for many members of the public, youth crime is a key concern and the recently published Government's Youth Crime Action Plan addressed this key issue. In particular the Action Plan emphasises the importance the Government, ACPO, and the APA place on young people being involved in the solutions for tackling youth crime and the benefits of the police engaging with young people.

1.41 In meeting the Policing Pledge to talk to communities about local issues, we will expect police forces to make every effort to engage with hard to reach groups such as young people. And we know that many forces are already fulfilling that pledge through their neighbourhood policing teams, for example, where a significant amount of their time will be spent talking to and dealing with young people. We need those forces who are leading the way in this area to share their experience and best practice with other forces. And although neighbourhood policing teams are at the forefront of engaging with communities, police forces need to consider how they engage as a force and in partnership locally with others who are working with young people.

## CASE STUDY – SOUTHWARK YOUNG ADVISORS STOP AND SEARCH

Young advisors in Southwark, London, have been working with the police to improve how stop and search is conducted in their area. Through a process of engaging their peers, the young advisors found that young people were becoming increasingly frustrated about how stop and search policies were being carried out, which in turn often made the police's job harder.

Young advisor Jacqueline Macauley and her colleagues developed a questionnaire, the aim of which was to:

- See how stop and search could be conducted more sensitively;
- Give young people a better awareness of the reasons why the police feel stop and search is a necessary strategy in the fight against crime; and
- Assist the police in developing new training for its officers which would be delivered by the young advisors.

The young advisors then set about delivering the questionnaire to young people across Southwark.

The findings of this questionnaire have so far identified that young black men feel particularly disaffected from this policing strategy as they are often subject to it. The young advisors have presented these findings to the police, and both parties are currently working on raising awareness of stop and search policies and rationale amongst young black men in the area. They are currently working with the London Training and Resource Centre and the police to develop new training which they will deliver to potentially 900 officers to help them understand why young people will often react in a negative manner, as being stopped and searched regularly, when you are doing nothing wrong, can make you feel unnecessarily targeted. It is hoped that this work will improve stop and search techniques and reduce tensions between young people and in particular young black men and law enforcement agencies.

## CASE STUDY – LEWISHAM AND NORFOLK

Police in Lewisham are working closely with young people to increase police awareness of the law-abiding young person's perspective in the area. Safer neighbourhood policing teams are introducing a youth panel in every ward to represent young people in the area.

In Norfolk, groups of young people and PCSOs have taken part in training projects designed to give the two groups a better understanding of each other and build relationships between them. During the training, young people ran sessions with the PCSOs to help them understand more about life as a young person.

1.42 It is also important to be aware that Safer Schools Partnerships (SSPs) have significant benefits, improving relationships between young people and the police, promoting school safety and reducing risks of crime and anti-social behaviour. We want to see more young people benefiting from this. That is why we want every school that wants to be part of an SSP to be able to do so, subject to local resources. Parents and schools will be able to trigger a review of whether an SSP would be appropriate for their school, using the named police officer from their neighbourhood policing team as a first point of contact. Parents who want to see an SSP in their local school should be able to raise this through, for example, the school's Parent's Council. Schools who, following recent guidance, have strengthened their role to contribute to pupils' wider well being, are able to take these opportunities to join this important programme to improve young people's safety.

1.43 Another important part of any neighbourhood is the local business community. Whether it is an industrial estate, an out of town retail or leisure complex, a town centre store or corner shop, or indeed, the self-employed business owner who works from home, all are entitled to expect the same level of service from their neighbourhood policing team as any other member of the community. At the same time, the business

community has an important role to play as a key partner for local police. Of course, many teams are already working closely with the businesses in their area and are already seeing excellent results but more can still be done. To this end, the NPIA has been working with the business community to develop guidance which will help neighbourhood policing teams better to meet the needs of their local business community, and at the same time will also help them to recognise the potential those same businesses have to both help themselves and their community.

### CASE STUDY – NORTH WALES

At Llandygai Industrial Estate on the outskirts of Bangor in North Wales, the dedicated neighbourhood policing team reduced recorded crime by 45% in their first year. The team, consisting of a police officer and three PCSOs established an office on the estate which they made sure was open at those times considered the most vulnerable. Rather than relying on people coming to them, the team also identified the mobile sandwich van as an ideal area to engage with people working and visiting the busy industrial estate.

### CASE STUDY – WEST MIDLANDS

Police in Rubery have seen a 60% reduction in crime, including vehicle crime, following the introduction of a partnership initiative with local retailers on the Great Park entertainment complex. Officers from the Frankley neighbourhood team joined forces with businesses at the entertainment complex in response to a rise in vehicle crime and theft, which in turn was damaging business and keeping customers away. The neighbourhood team raised awareness of how people can help, urging local workers to be observant and to take action when they see suspicious activity. They supplied crime prevention advice and guidance, stepped up their presence and patrols and made sure that they responded to all information received. Managers reported an increase in visitor numbers and a boost to business.

### Visible justice

1.44 Whilst we know that visible policing is very important to people we also know that it has to be reinforced by visible justice. People need to be reassured that those who commit crime will be expected to pay for that crime either through an appropriate custodial sentence or by helping to ‘make good’ the damage or harm they and others may have caused. This could mean that offenders will be tasked with removing graffiti or make repairs to damaged property, for example. There are already a number of restorative justice initiatives being piloted.

### CASE STUDY – BOLTON

Following feedback from local residents about problems with graffiti, fly-tipping and criminal damage, the Westhoughton safer neighbourhood team requested the use of the Bolton Unpaid Work Unit to carry out community payback work. As part of this particular pilot, the offenders were supervised by the local PCSOs who were able to provide feedback directly to the residents who requested the work. This model of working provides real community ownership and sends a powerful message to residents of how community payback can be utilised to provide tangible reassurance activity.

1.45 The idea of visible justice has been explored by Louise Casey. Her *Engaging Communities in Fighting Crime* Review found that that the public will not have confidence in the justice system if sentencing decisions and consequences for offenders are not visible. In many cases a tough community sentence can be more effective than a short prison sentence. It is vital that the public see these sentences working in their communities.

1.46 The Louise Casey *Engaging Communities in Fighting Crime* Review made a number of proposals about how this could be achieved and the Justice Secretary has agreed to immediately take forward the work on community sentencing. He is currently considering greater use of uniforms for offenders and has already agreed that “unpaid work” should in future be called “Community Payback”. There

will also be an increasing role for neighbourhood policing teams – in light of them becoming the “face” of the Criminal Justice System (CJS) at a neighbourhood level – in sharing with their communities information about the outcome of court cases and what has happened to criminals convicted of local crimes with their communities.

### Linking the local and the serious

1.47 As it matures, neighbourhood policing is clearly becoming one of the most visible elements of frontline policing. And whilst the principal function is that of tackling crime and anti-social behaviour through strong community engagement, its reach and ability to influence goes much wider than that. Because of their local knowledge, and as a result of the relationships they have built up with the community and various local agencies, neighbourhood policing teams are able to impact some of the more serious crime which blights community life.

#### CASE STUDY – THAMES VALLEY

Thames Valley Police are ensuring that their neighbourhood policing teams are fully embedded in wider police work.

In Slough, one of the neighbourhood policing teams received reports from the local community about nuisance parking around a particular address – there were a lot of cars coming and going at all hours. It emerged that the house was an association place for a gang of burglars who had been targeting old people. The neighbourhood policing intelligence became supporting evidence in a cross-force operation to tackle this gang and ultimately lead to their arrest.

In Oxfordshire, the Intensive Recidivist Intervention System (IRIS) manages prolific offenders. Neighbourhood teams are briefed about local offenders and the work that IRIS is doing to ensure that they are on, for example, treatment and training programmes. The teams help ensure that the offenders are following their programme. IRIS considers the neighbourhood teams as an important aspect of their work and they have helped deliver the 70 per cent reduction in re-offending by those on the programme.

1.48 Of course, neighbourhood policing is just one element of a much larger police response available to the public at the local level. Local response policing is the bedrock of the service we all expect and receive from the police. Responding to both urgent and non-urgent calls for help, it is response officers who are most likely to attend incidents and they are probably the officers that most of us will come into contact with. It will be important to ensure that the golden thread of good public engagement/customer service still runs through the entire police service not just neighbourhood policing teams as the public do not divide police into neighbourhood policing/response/investigative but instead view them all as their local police.

1.49 Neighbourhood policing is increasingly providing an access point for the criminal justice service to engage with communities – offering a visible, accessible, responsive point of contact. It can also provide important links and coordination with other initiatives and services that need meaningful dialogue with neighbourhoods e.g. action to tackle youth crime and those working to prevent terrorism.

1.50 Increasing the local, regional and national focus on activity to *prevent* people becoming terrorists or supporting violent extremism is also a key component of the Government’s strategy. The police contribution is essential in helping to take action with partners to prevent violent extremism and detecting potential threats. We need to be united in our vigilance and all those at the frontline, and especially neighbourhood policing teams, are key to this success by building the necessary trust and engagement of communities and ensuring that local concerns are addressed before they become problems.

1.51 Police forces play an active role in working with a range of local partners, including locally authorities, to develop a jointly owned action plan to prevent violent extremism. ACPO is supporting this work to deliver the Government’s strategy to prevent terrorism – PREVENT. They will build on existing approaches and capability within the police service and forces will receive additional resources to

improve community engagement and counter-terrorism intelligence. CDRPs and LSPs have a critical role to play in coordinating this multi-agency work.

**RESPONSIVENESS**

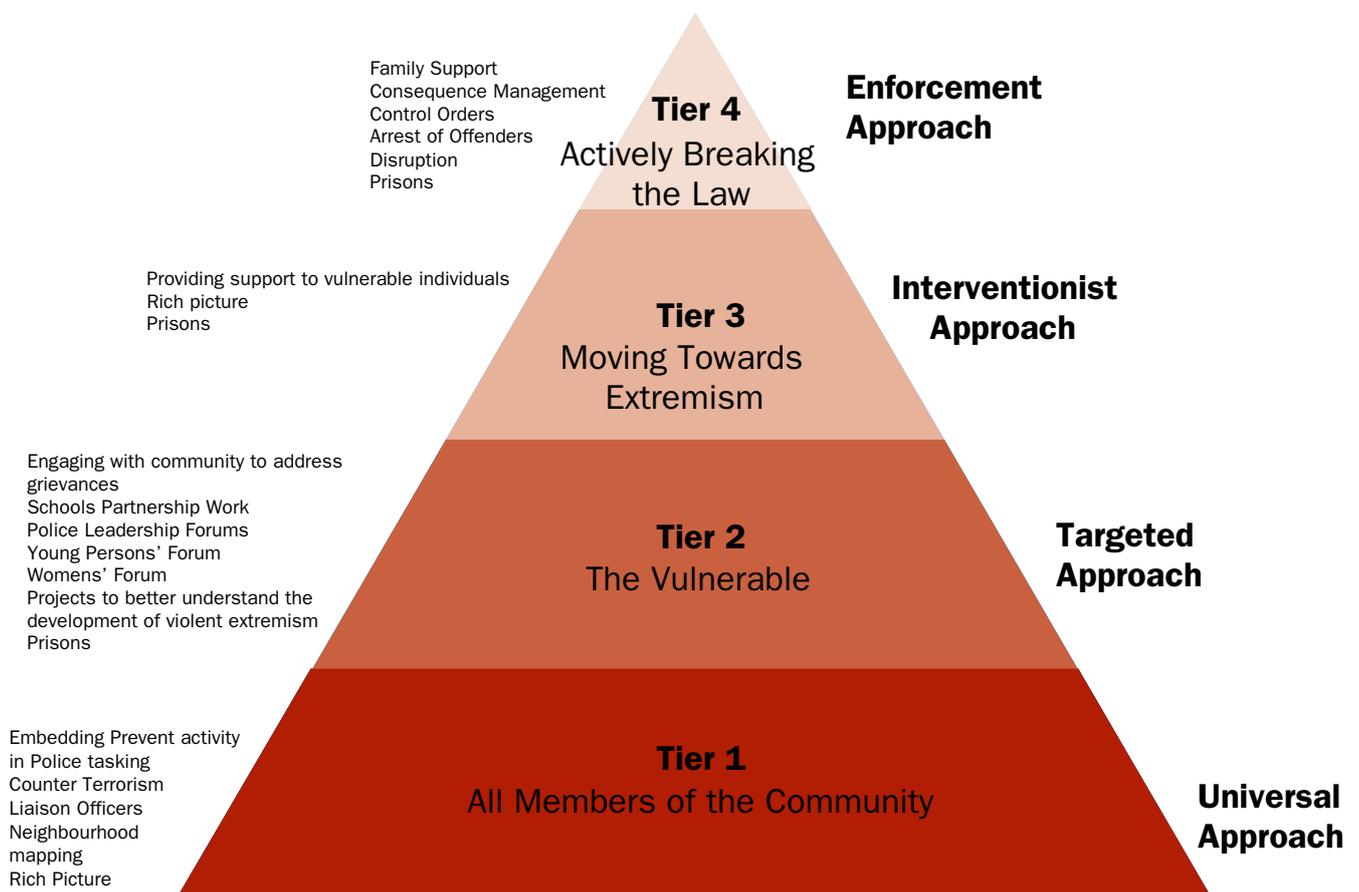
1.52 ACPO have been developing a model to improve responsiveness built on what the public think good policing looks and feels like - to better satisfy their expectations. Successful private sector companies use market research or customer insight methodologies to understand what the public will buy-in to. By adopting this approach in the police we can develop services in tune with what the public value as opposed to setting centrally driven standards that do not match public need. Similarly, Operation QUEST has drawn lessons from the private sector to improve services.

**OPERATION QUEST – IMPROVING SERVICES**

1.53 Operation QUEST is a Home Office funded programme that supports police forces in achieving significant improvements in performance and productivity. It has addressed a range of processes and shown how efficiency can be delivered by tapping into the knowledge of those who deal with them every day. It has also enabled operational officers and staff, in six police forces, to show how rigorous focus on day-to-day work processes can yield substantial success in providing top class customer service.

1.54 In each of those forces, local frontline staff and their managers spent around two months rigorously building a quantified picture of how they answered calls from the public, how they prioritised those calls in terms of urgency, in what ways they

**Police Actions Working in partnership**



responded to those calls, how long those processes took and what they cost. They then built new processes and procedures, with robust management information systems, that they implemented locally over roughly four months.

1.55 The essence of the QUEST approach was to follow the very best of international management practice in consciously empowering frontline staff to work out, and find myriad solutions, to overcoming organisational obstacles to performance. In every case, QUEST forces saw immediate performance improvement when they began to implement their improvements. Those improvements were embedded sustainably by around six months after the forces first started work. Much of that success was manifested in better customer service and the comments members of the public gave in feedback:

- Officers and staff in Merseyside, Suffolk, Avon and Somerset, Cheshire, Lancashire and Thames Valley achieved far greater reliability in distinguishing urgent from less urgent calls for service (a process known as 'triage' in medicine).
- They set up new systems for arranging to see members of the public in less urgent cases, generally involving making booked appointments and introducing other ways of keeping in touch. Standards here were as good as or exceeded those achieved in the private sector, for example by supermarket home delivery teams.
- Better overall organisation enabled them to free up time for those police officers who respond to more urgent calls, enabling them to achieve or exceed response time targets and deliver a better service to the public at the scene.

1.56 Quantified improvements in customer service improvement have included:

- More than 95% customer satisfaction, in Lancashire's Northern Division, with new surgeries and scheduled appointments for non-urgent calls;
- More than 90% improvement in victim contact, in Avon and Somerset's Bristol West Basic Command Unit (BCU);
- 100% of scheduled appointments serviced at the agreed time in Cheshire, with more than 80% of appointments completed within one day of first contact (to suit customers); and
- Almost 100% of appointments with Thames Valley Police's appointments were serviced on time in Slough (where appointments were sometimes moved by members of the public, but not by the police).



## CASE STUDY – QUEST, AVON AND SOMERSET CONSTABULARY

Police officers and staff in Bristol carried out a root-and-branch review of the way in which they responded to the public and the way in which they responded to non-life threatening violence against the person (common assault and actual bodily harm).

Local staff improved the way in which they prioritised calls, based on urgency, and organised themselves in new ways to give the best and most appropriate response. That included introducing timed appointments for visits to members of the public making less urgent calls, and keeping in touch with them during that process, freeing up response officers to respond better to urgent work. Police officer and staff comments included:

*“I received my first positive response from a member of the public today... She said she was really pleased with the fast service I provided – a very positive result!”* (PCSO, Bristol)

Avon and Somerset Constabulary was also able to free-up officers and improve the way in which they served victims of less serious violence against the person. That meant they could improve victim contact by over 90 per cent and improve arrest timeliness by over 70 per cent.

For actual bodily harm, Bristol police reduced the average time to victim contact from 8.5 days to 0.5 days, and reduced the average time to interview offenders from 15.5 to 3 days (greatly increasing the likelihood of successful prosecution). An experienced police officer said,

*“This is the best thing to happen for frontline officers for as long as I can remember... it gives us a huge opportunity to support victims and pursue offenders.”* (Response team Inspector, Bristol)



*Courtesy of Avon and Somerset Constabulary.*

## Our Pledge to the public

1.57 The Louise Casey *Engaging Communities in Fighting Crime* Review found that the public were very clear on the policing approach they wanted to see.

### THE TOP TEN POLICING APPROACHES THAT THE *ENGAGING COMMUNITIES IN FIGHTING CRIME* REVIEW FOUND THE PUBLIC WANT TO SEE ARE:

- **A service that takes action** – responsive, approachable, coming out quickly when called to incidents, acting on, following up and feeding back on progress to members of the public when they report crime and anti-social behaviour.
- **A visible, uniformed police presence**, with police freed up from unnecessary red tape and health and safety restrictions, fewer constables and PCSOs taken off patrols to perform ‘administrative’ tasks, and there when needed, not just a nine-to-five service.
- **PCSOs who are clearly distinguishable as part of the police service**, with uniforms, equipment and powers that match their role in patrolling communities, supporting local police and tackling anti-social behaviour.
- **Named contacts** and clear information about who is responsible for what locally, and how to contact them in both emergency and non-emergency situations.
- **Face-to-face access** at a police station, a surgery or a street meeting.
- **Continuity in the local policing team**, with officers and PCSOs serving a minimum of two years in the neighbourhood so that they get to know areas and communities well and gain communities’ respect and trust.
- **A better service for victims** of crime, especially repeat victims, returning regularly to check they are alright and to help minimise further victimisation.
- **Sensitivity over reporting** crime and giving evidence, protecting anonymity.
- **Good engagement with the community** to identify their priorities for action and to give feedback on action and outcomes on cases of greatest community concern.
- **Clear leadership from the police** on crime – with the backing of other organisations like the local council, prosecutors, the courts and probation services.

1.58 **To meet these expectations the police service has agreed to commit to a new Policing Pledge.** This will, for the first time, set out a national standard on what people can expect from the police, underpinned in each area by a set of local priorities, agreed by people in each neighbourhood.

1.59 The Policing Pledge will set clear, public-facing, national service standards for the police from first contact through to follow up and will also (through the local element) give the public a way to hold

neighbourhood policing teams to account for tackling their local priorities. We know from research that public confidence improves when the police deal with local priorities<sup>13</sup>, and that victims’ satisfaction is associated by the quality and responsiveness of their contact with the police and the information they receive<sup>14</sup>. For these reasons, and evidence from Louise Casey’s *Engaging Communities in Fighting Crime* Review, the Policing Pledge concentrates on customer service, neighbourhood policing, contact management and services to victims and witnesses.

<sup>13</sup> *An Evaluation of the National Reassurance Policing Programme – Tuffin et al Home Office Research Study 296.*

<sup>14</sup> *Closing the Gap MORI 2008.*

1.60 The **national standards** for accessible and responsive local policing will be as follows:

#### THE POLICE SERVICE IN ENGLAND AND WALES WILL:

1. Work to keep you and your neighbourhoods safe from harm.
2. Always treat you fairly, with dignity and respect, ensuring that you have fair access to our services at all times.
3. Publicise the details of your dedicated Neighbourhood Police Team for your neighbourhood.
4. Ensure that 80% of your Neighbourhood Police Team's time on duty is spent on your patch, and that there are visible patrols in your area at times and places where they are needed. Neighbourhood policing team staff turnover will be minimised.
5. Return calls and respond to e-mail enquiries about local issues directed to neighbourhood police teams within 24 hours.
6. Aim to answer 999 calls within 10 seconds and non-emergency calls within 30 seconds, and tell you how your call will be handled.
7. Respond immediately to emergencies – getting to you within 15 minutes and much sooner if possible.
8. Aim to respond quickly to other priority and vulnerable<sup>15</sup> cases, or those agreed with you that relate to neighbourhood policing issues, getting to you within 60 minutes.
9. For all other non-emergency calls, give you a timescale within which someone will attend if appropriate, making an appointment at a time agreed with and convenient to you, and within 48 hours.
10. Meet with you at least monthly to agree priorities and update you about crime and policing issues in your area, including: crime maps; information on specific crimes and what happened to those arrested; details of what action we and our partners are taking to make your neighbourhood safer; and data on how your local force is performing.
11. Acknowledge any dissatisfaction about the service you have received within 24 hours; tell you how it will be handled, give you an opportunity to talk in person to someone about your concerns and tell you what will be done about it.
12. If you have been a victim of crime, keep you informed monthly of progress on your case for as long as you find this useful.

1.61 **Many forces already have these standards in place and all areas will implement the Policing Pledge by the end of the year.**

1.62 The **local part of the Policing Pledge** will depend on how policing is delivered in your area to best meet the needs of your neighbourhood but there will be **standard elements**:

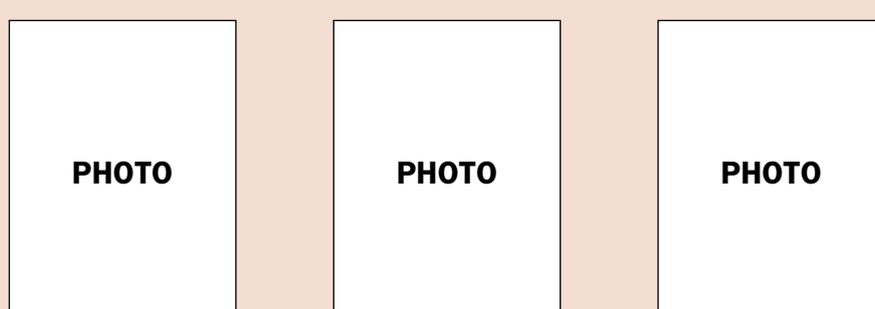
- Names and photos of neighbourhood policing team
- Phone number and e-mail address to contact team
- Names and phone numbers for other service managers involved in managing your neighbourhood eg local council ASB unit

<sup>15</sup> A caller may be vulnerable for a number of reasons – including age, disability or personal circumstances eg a history of racist attacks, and this must be considered as well as any agreed neighbourhood priorities.

- Details of public meeting times/locations – at least monthly meetings
- Top 3 agreed local crime and anti-social behaviour priorities for action in your neighbourhood
- Details of when and how your monthly crime information, and neighbourhood action updates will be provided
- Details of how to make a complaint.

1.63 **An illustrative example of this local element** is shown below

### YOUR LOCAL NEIGHBOURHOOD POLICING TEAM IS:



Sergeant Hannah Smith, PC Adam Jones, PC Ian Walker, PCSO Adam Crisp, PCSO Simon Thomas and PCSO Chris James. The team work in co-operation with Neighbourhood Manager Alison Smith.

We can be contacted by **phone Tel: 0101 123 4567** and **e-mail neighbourhoodpolicing@force.police.uk** and will hold **monthly public meetings at the Newham Road Community centre**, on the second Saturday of every month at 6pm.

If you call the team and leave a voicemail or send an e-mail we will get back to you at the latest within 24 hours.

#### *Who to call when*

Call the team when you have a non-urgent, local crime or anti-social behaviour problem that you would like them to deal with.

Call 999 if you have an emergency that requires urgent police attention.

Call the 24-hour non-emergency force call centre 0101 678 9123 if you have a non-urgent, non-neighbourhood issue.

We will take every effort to preserve confidentiality and will not call you back or visit you without checking this with you first.

#### *Local Priorities for action and Information*

Your locally agreed priorities are:

1. Street level drug dealing around the Redfield area.
2. Youth related anti-social behaviour at the shopping centre.
3. Fly tipping on the common.

## YOUR LOCAL NEIGHBOURHOOD POLICING TEAM IS: *(continued)*

### *Local Priorities for action and Information (continued)*

Every month we will produce crime maps of your area together with information about specific crimes and criminals and action to deal with your priorities. This information will be given at the public meetings as well as published on the force website [www.force.police.uk](http://www.force.police.uk) and more detail will be provided by a quarterly newsletter delivered to each household.

### *Complaints*

You may raise a complaint in a number ways:

- at the public meetings;
- direct to the neighbourhood policing team by phone, by e-mail – we will get back to you within 24hrs;
- direct to the force/Chief Constable by phone, e-mail or letter – this will be acknowledged within 24hrs of receipt and the next steps explained to you; and
- with your local Crime and Policing representative on the police authority. Your local representative is Jane Howland Tel: 0101 456 7891.

The police acknowledge any complaint about our service within 24 hours, tell you how it will be handled, give you an opportunity to talk in person to someone about your concerns and tell you what we are going to do about it.

1.64 The Pledge will be a major step forward in policing, making more visible and accountable what the public can expect. It builds on the success of minimum service standards, now widely available in the NHS. ACPO and police authorities will be key partners in rolling it out, helping all forces to build on what some of the best have done.

1.65 Together, we will meet the challenge of understanding what the public wants by using neighbourhood policing teams to establish, through their links with local communities, what the issues are that most concern people in an area.

### **COUNCILLOR CALLS FOR ACTION**

Provisions set out in the Police and Justice Act and amended by similar provisions in the Local Government and Public Involvement in Health Act provide for a new power enabling local people to raise issues of concern on local Government and Crime and Disorder matters. The Councillor Calls for Action would allow councillors to raise local concerns with the relevant member of the local CDRP. In extreme cases it would allow the local councillor to refer a concern to the relevant overview and scrutiny committee for further action.

**We are interested to hear views on how these provisions could complement the wider local accountability proposals set out in this section.**

1.66 We will promote cultural change in the police by incentivising good customer service through rewards/recognition for police officers and police staff and by challenging poor service. Good public engagement/customer skills will be a key competency in officer's Performance and Development Reviews and addressing instances of poor service will be an important developmental issue. We also want to do more to integrate customer service into police training. The NPJA will be asked to review current training on the so called 'soft skills' such as contact with the public and victim and witness care and identifying areas where there is scope for further training and development, such as involving young people in training police officers.

1.67 The Independent Police Complaints Commission (IPCC) will continue to play a key role in overseeing the police complaints system and publishing annual statistics on complaints against the police. The IPCC deals with complaints and allegations of police misconduct and they have a duty to improve public confidence in the complaints system. The greatest proportion of complaints, about 45%, that the IPCC deals with are allegations of incivility of officers or neglect of duty, such as not keeping victims informed. This reinforces the importance of encouraging a customer service culture based on quality and responsiveness.

1.68 To support these outcomes, we propose new accountability arrangements that will provide stronger, clearer accountability for local communities against agreed outcomes and greater visibility and incentive to deliver for all community safety partners.

### **STRENGTHENING LOCAL ACCOUNTABILITY**

1.69 In his independent review, Sir Ronnie Flanagan reviewed evidence indicating that the public feel they have little influence over the police and little say in decisions about policing and looked at the links between this and current accountability structures, which, he says, "could benefit locally from a higher profile". He identified, in particular,

the following issues: there is no direct public participation in the selection of police authority members; there are concerns in some police authorities in respect of the selection of some councillors to sit on police authorities; and, if a body of citizens is dissatisfied with the service they receive or the scrutiny of it, they have little means of redress.

1.70 He acknowledged the potential benefits of improving the structural accountability of the police and reviewed the main options before drawing out the principles which should inform any change and his vision of what success might look like. We found this extremely helpful when thinking about our response.

### **CRIME AND POLICING REPRESENTATIVES**

1.71 We are therefore committed to introducing a stronger link between those responsible for delivering policing and the public they serve. **We will legislate to reform police authorities, making them more democratic and more effective in responding to the needs of the local community.** We will retain the crucial role that independent members play, and they will be appointed as they are at present with, as now, at least one of the members a magistrate or 'lay justice'. We will also retain at least one councillor on each police authority to ensure we maintain the important links and relationships with local government.

1.72 The majority on each police authority will, however, no longer be formed from local councillors however. **Instead, people throughout England and Wales will directly vote for individuals, known as Crime and Policing Representatives (CPRs), to represent their concerns locally.**

1.73 First they will sit on their local CDRP (England) or CSP (Wales), ensuring that local issues are being addressed through existing partnership structures. One of the CPRs in each area will also chair the CDRP/CSP. Second, they will sit on the **force's**

**police authority, and, amongst their other duties, will ensure** that local issues are reflected at the force level. Police Authorities – newly constituted – will retain their current responsibilities particularly around ensuring forces are working together to address regional and national issues.

- 1.74 Each CPR would be elected on the basis of current CDRP/CSP boundaries, although in some places CDRP/CSP areas will have to be combined or divided to ensure rough parity between constituency sizes. For example, where a CDRP/CSP covers relatively low numbers of people, more than one will be combined to form a ‘constituency’ and, where that is the case, the CPR would chair each CDRP/CSP. In some cases, such as in Birmingham or Manchester, the Government believes that the CDRP/CSP may be too large for the purpose of electing a CPR. In those cases, more than one CPR would be elected from that CDRP, all of which would sit on the police authority and they would decide between them which chair the CDRP/CSP. We will consult with local areas to ensure we get the constituencies right.
- 1.75 Where a local area already directly elects a **mayor**, this person will automatically be their local Crime and Policing Representative.
- 1.76 We recognise the crucial role the local authority plays in tackling crime and disorder and want to ensure that police authorities continue to have strong links with local authorities. We therefore propose that a number of councillors from some or all of the upper tier councils in an area should be invited to sit on the police authority.
- 1.77 Their role will be to ensure local government has a voice on police authorities and that appropriate links are made and maintained. Whether there will be representatives from some or all upper tier councils in an area will depend on the number of upper tier councils in that area as it is important that we have the right balance between directly elected Crime and Policing Representatives, independent members and councillors on each

police authority. In addition, it is likely that some councillors will stand as crime and policing representatives and that many of these will be successful. This is likely to bring additional understanding of local government to the police authority.

- 1.78 The Government recognises that **London** is a unique context. We recognise that the current arrangements for the Metropolitan Police Authority, where 12 of the 23 members are appointed by a democratically elected mayor, already provide greater democratic accountability than elsewhere. Consequently, we do not propose to change police authority arrangements in London. However, we would be interested in views on whether London’s CDRPs should be chaired by directly elected individuals.
- 1.79 We do not propose to change the accountability arrangements for the City of London Police, nor for those non-Home Office forces (such as the British Transport Police and the Civil Nuclear Constabulary) whose accountability arrangements are deliberately adapted to the particular circumstances in which they operate.

### *Community Safety Fund*

- 1.80 In addition, we propose to create a fund – called the Community Safety Fund – which would be available to CPRs to enable them to address locally identified priorities. This will provide a small pot of money which the each elected Crime and Police Representative would be able to direct to address local needs and priorities.
- 1.81 The fund will be created from the resources in the existing Basic Command Unit (BCU) Fund. We said last December that we would consult on the future of the BCU fund and we would welcome views as to whether the creation of the Community Safety Fund would be the best use for this money.
- 1.82 The elected police authority member will be required to consult CDRP partners and local people – perhaps through participatory budgeting – on how best to spend the Community Safety

Fund. In some cases it might be appropriate to keep the money at CDRP level to deal with issues that straddle the whole area. In others, it might be appropriate to delegate some or all of the money to the neighbourhood level. The money in the Community Safety Fund might be spent on policing (e.g. extra patrolling) but equally, depending on local priorities, it might be spent on non-policing services such as additional youth workers or graffiti cleaning. The money will be held by the police authority and will be subject to the normal audit and accounting arrangements that apply to any public money.

### LOCAL INFORMATION

1.83 Giving the public a greater say in the delivery of their policing services works best when people are provided information about crime and police activity in their local area. By giving people a better understanding of the situation in their neighbourhood and being able to see how well police and others are tackling their priorities there is far greater transparency and accountability at the very local level. Forces will be implementing the Home Office commitment for local crime information at BCU level by July 2008, and will continue to work to make information available at more local levels through neighbourhood policing teams. Louise Casey's *Engaging Communities in Fighting Crime* Review recommends that local monthly crime information should be published to include action taken to tackle crime, contact numbers/e-mail addresses, minimum standards of service and details of how to meet local policing teams – this is all to be set out in the local element of the Policing Pledge and will be readily accessible by the public.

1.84 Forces will continue to publish local crime information via websites – based on the existing good practice many forces already have in place. The Home Office is also considering more dynamic and interactive ways to access local crime information via Crime maps – these were also recommended in the *Engaging Communities in Fighting Crime* Review. Crime maps will enable the public to see a visual representation of the crime in their local area – such as ward or neighbourhood – and this will be in place by December 2008.

1.85 These are significant reforms but all build on the good practice and progress developed to date. To provide the necessary responsiveness and levels of service to effectively tackle what is of most concern to citizens and local communities, making the best use of collective resources and the talents of officers, staff and delivery partners will be critical. This means the right people, in the right place, at the right time, with the right powers and equipment, empowered to use their professional judgement, and not tied down by unnecessary paperwork or quota-filling but supported by better practices and processes and focussed on the right issues. Chapter 7 also sets out changes to the performance management regime that will support these aims.



*Courtesy of Avon and Somerset Constabulary.*

## CONSULTATION QUESTIONS

- How can we best ensure that neighbourhood policing teams can hear from as many people locally as possible in shaping their plans?
- What is the most effective means of encouraging customer service in the police?
- Given the core role of PCSO – which is one of high visibility patrol, community engagement and problem solving – do PCSOs have the right powers to enable them to do their job?
- How can we ensure that police authorities and local authorities everywhere cooperate in tackling local people's priorities – including ensuring that the local pledge is delivered everywhere?
- Under these proposals police authorities will have a majority of directly elected members, complemented by representation from local councils and independent members. What is the right balance between local council representation and independent members?
- To what extent might police authorities be able to allocate part of their budgets by participatory budgeting? What other community safety budgets do you think might be suitable to be allocated in this way? Do you consider the creation of the Communities Safety Fund to be the best way to use the money that currently makes up the BCU fund?
- How might the Councillor Calls for Action be best used to complement the broader changes to local accountability arrangements for policing?



*Courtesy of Avon and Somerset Constabulary.*



*Courtesy of Avon and Somerset Constabulary.*





# Professionalising and freeing up the police

## Chapter 2: Reducing bureaucracy and developing technologies

*We ask a lot of the police and so it is critical that they are able to focus on meeting those priorities in the most efficient way possible. This means **combating red-tape** and ensuring that the police have access to top-quality*

***Information Technology (IT) systems** to take more of the paperwork out of policing. But making a real success of reducing bureaucracy in the long term requires a return to officers being given **discretion** to tackle problems for the public, a new, more **strategic role for Government** and a new **independent figure to drive this work**. While all this will mean less time filling in forms, its real value will come from its **freeing up space** for officers to focus on **addressing people's concerns**.*

- 2.1 Sir Ronnie Flanagan's independent *Review of Policing* was a watershed in terms of our understanding of the causes of, and solutions to, police bureaucracy. In particular, he noted that traditional approaches to cutting red tape needed a new twist if they were to be successful in the future.
- 2.2 Sir Ronnie Flanagan summed his work up in one phrase: **risk aversion**. Some of this is because of real or perceived failings by the police. The reaction to severe incidents poorly handled then results in corrective action which leads to all such incidents, regardless of severity, being dealt with in a standard and rigorous way. Other roots lie in the way in which society as a whole has become risk averse – handling risk by trying to exclude it rather than managing it according to seriousness and likelihood (for example, concerns on health and safety, parenting and child supervision).
- 2.3 It is important to remember that much that is audited, recorded, copied and despatched is about ensuring the proper treatment of witnesses, victims and those accused. It provides the evidence against which the police themselves may be judged and

where necessary allows them to deal with and rebut complaints.

- 2.4 But police practices must be proportionate and must wherever possible be focused on what the public want – they want to see officers resolving their issue, not filling in forms. This approach, which Sir Ronnie Flanagan described as returning discretion to officers, is at the heart of this Green Paper. The Government and the service is committed to reducing the bureaucracy faced by the police not simply so that officers spend less time filling in forms but so that they are returned the discretion and judgment to focus on the issues that matter to local people, freed from targets that have been perceived in the past to push them towards ‘perverse incentives’ and able instead to deliver results that people value.
- 2.5 Previous work in this area has shown that a ‘bonfire of forms’ approach will be futile. Achieving this fundamental shift will require national leadership; sensible, locally-relevant, proportionate targets; a rigorous, ongoing approach to freeing officers from red tape; further work on how the police interact with the broader Criminal Justice System (CJS); and ensuring we gain the maximum potential from new technology.
- 2.6 This chapter takes each of these issues in turn, before setting out how the Government intends to put in place arrangements to prevent further bureaucracy in the future undermining the excellent work already underway.

## **NATIONAL LEADERSHIP**

- 2.7 In setting targets for performance our intention has always been to improve services and there have been genuine improvements as a result, particularly in the reduction of crime. Since peaking in 1995 crime, measured by the British Crime Survey (BCS), has fallen by 48%. At this moment in time, the risk of being a victim of crime is at its lowest level since the BCS began in 1981.<sup>16</sup> Not just statistics, but the experience of real people.

- 2.8 The Government’s intention in setting targets was to galvanise action towards key priorities. The aim was to address people’s real concern around volume and serious crime, not that the police should deal with every incident in the same way. Mature judgement is still called for in dealing with incidents but the Government recognises that – under previous national target regimes - in some places a ‘perverse incentive’ had been created where incidents that may easily be picked up were being used to meet targets and dealt with by arrest and charge or by a fixed penalty notice when words of advice could alternatively have been employed. The talk is of action that is not proportionate to dealing with the incident and of taking up officers’ time when they might be doing something more constructive.
- 2.9 The Government has given a clear message in our Public Service Agreements (PSAs), Assessments of Policing and Community Safety (APACS) and Local Area Agreements (LAAs) of the flexibility now being given to forces and local areas to decide both local priorities and the best way of achieving outcomes against these. All those in policing need to rise to match this opportunity and take responsibility for ensuring that those on the frontline are focused on the right priorities for the communities they are there to serve.
- 2.10 The new PSA regime (as of April 2008) around criminal justice focuses on ‘harm’ and bringing a greater proportion of the most serious offences to justice. Crimes such as murder, Grievous Bodily Harm (GBH), sexual assault, and ‘serious’ acquisitive crimes (burglary, robbery and vehicle crime) ‘count’ towards the headline PSA indicator, but more minor crimes (e.g. shoplifting) do not. The new PSA regime therefore responds to criticism of the potential “perverse incentives” within the previous arrangements where all offences were given equal importance, and there was no direct linkage between targets to reduce levels of crime and targets to increase numbers of offences brought to justice.

<sup>16</sup> Crime in England and Wales 2007/8.

- 2.11 The Home Office has also agreed with the Ministry of Justice to align performance measures for the police and its criminal justice partners in the Crown Prosecution Service (CPS), so that there is no longer the tension which was cited previously where police were focused on delivering sanction detections and the CPS were aiming to drive down the numbers of cases which were “discontinued”. Instead, both organisations will be working together to bring the most serious offences to justice, and their respective performance assessments will reflect this.
- 2.12 **But the Government recognises the need to go further and so, in chapter seven of this Green Paper, we set out further details of how we will change the target regime for the service so that nationally, the Home Office sets just one numerical target for police forces – to improve public confidence.**
- 2.13 In addition to ensuring a sensible and proportionate target regime, the Government has a responsibility to make the requests we ask of the service reasonable. In his *Review of Policing*, Sir Ronnie Flanagan recommended that, in the interests of reducing bureaucracy and the demands on police forces:
- “the Home Office should urgently examine its requirement for each force to undertake Activity Based Costing with a view to this requirement being replaced with an alternative which costs less, is easier to use and has greater impact on productivity.”<sup>17</sup>
- The Government is happy to accept that recommendation. Furthermore, to ensure that the burden of data collection placed on forces by the centre is minimised, the Home Office will review the amount of data that it collects from forces with the aim of reducing it by up to 50%.
- 2.14 Finally, the Government also has a critical role to play, on behalf of the public, to act as custodian of the integrity of national crime statistics. Two independent Reviews on the national crime statistics carried out by the Statistics Commission<sup>18</sup> and Professor Adrian Smith<sup>19</sup> reported during 2006. Both Reviews made suggestions for improving public understanding about crime, building confidence and improving some aspects of the statistics’ technical quality.
- 2.15 We considered very carefully Sir Ronnie Flanagan’s recommendation to review the extent of the Notifiable Offence list and the range of violent crime it covers. The impact of violent crime can on occasions be great for offences without injury and we therefore believe that it is right to continue to record such lower level crime within violence against the person.
- 2.16 We know the public has a concern about both the most serious crime, but also lower level crime that can blight their lives. We therefore believe the significant steps being taken to reduce the bureaucracy around recording lower level crimes are the right way forward. More detail on each of these is set out in the next section. Bearing this in mind, therefore, the Government does not plan to take steps to reduce the coverage of the list of notifiable offences.

### **FREEING OFFICERS TO FOCUS ON WHAT MATTERS: STREAMLINING PROCESSES AND FORMS**

- 2.17 Sir Ronnie Flanagan’s *Review of Policing: Final Report* proposed two significant pilots – one on **reducing the amount of information that officers collect when recording crimes** by 80% in 80% of cases, and the second on **scrapping the stop and account form entirely**, in favour of recording ethnicity information by radio.

<sup>17</sup> Sir Ronnie Flanagan (2008) *The Review of Policing: Final Report*. London: Home Office. Chapter 2, page 24. [http://police.homeoffice.gov.uk/publications/police-reform/review\\_of\\_policing/flanagan\\_final\\_report?view=Binary](http://police.homeoffice.gov.uk/publications/police-reform/review_of_policing/flanagan_final_report?view=Binary)

<sup>18</sup> Statistics Commission (2005) *Crime Statistics: User Perspectives*. Gwent: Statistics Commission. [http://www.statscom.org.uk/uploads/files/reports/Crime\\_Statistics\\_Review-final.pdf](http://www.statscom.org.uk/uploads/files/reports/Crime_Statistics_Review-final.pdf)

<sup>19</sup> A Smith. (2006) *Crime Statistics: An Independent Review*. London: Home Office. <http://www.homeoffice.gov.uk/rds/pdfs06/crime-statistics-independent-review-06.pdf>

- 2.18 The pilots are underway simultaneously in four forces – Surrey, Staffordshire, the West Midlands and Leicestershire – and are already unlocking a huge reserve of optimism and creativity from officers excited by the prospect of returning to the kind of policing they joined the service to undertake.

#### CASE STUDY – ‘FLANAGAN TRAINING’, FEEDBACK FROM AN OFFICER

“Never, in twenty-four years service, have I felt compelled to write to a chief officer, but after receiving my Flanagan training and attending the Road Show yesterday, I just wanted you to be assured that there is a tangible sense of excitement about the coming months.

...I can honestly say that this is the most exciting, talked about, positive move I have experienced in many years ...

...For me, the absolutely best aspect is the ability to lead, to empower, and to treat highly paid officers as the professional decision making problem solvers that they are, and the absolute confidence that this will win our communities back – a truly virtuous circle which I cannot wait to be a part of.”

- 2.19 The Home Office is assisting with both pilots, both in helping them to be delivered and evaluated so that other forces can learn the lessons. **We expect the pilots to be completed by the autumn, at which point they will be rolled out nationally so that all forces can benefit from the savings in police time that they offer.**
- 2.20 Sir Ronnie Flanagan estimated that the equivalent of over 3,000 officers could be freed up if his reforms were implemented – we are well on the way to making a reality of this. The Government’s proposal to create a bureaucracy ‘champion’, outlined in further detail below, is intended to accelerate this process of mainstreaming the lessons of Sir Ronnie Flanagan’s approach nationally as fast as possible. In doing so, it will be critical to link this work to the broader, tripartite efficiency and productivity strategy.

#### EFFICIENCY AND PRODUCTIVITY STRATEGY

- 2.21 Reducing un-necessary bureaucracy, improving systems and processes, and the innovative use of new technology are all powerful examples of how the service is changing the way it delivers. All of these approaches are helping to deliver the improvements in efficiency and productivity that are essential if the service is to succeed in delivering for the public.
- 2.22 Police forces in England and Wales have a good record of delivering efficiency gains. From 1999/2000 to 2004/2005 the service delivered average gains of 2.7% per year, beating the target of 2%. The 2004 Spending Review set a 3% efficiency target which was met in March 2007 – a year ahead of schedule.
- 2.23 This performance is a tribute to the innovative work of forces in identifying and delivering efficiency and productivity gains. The need for all forces to make further gains will continue to increase over the next 3 years – which is reflected in the current efficiency target (covering years 2008-2011) of achieving cumulative, net cashable gains equivalent to 9.3% of gross revenue expenditure (based on 2007/8 expenditure). It is therefore essential that the service identifies every opportunity to deliver those gains including driving out variation between forces.
- 2.24 The “Efficiency and Productivity Strategy for the Police Service 2008-2011” sets out the vision for how those further gains will be made. Agreed with the Home Office, Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) it provides the overall framework within which this important work will be taken forward. This work is increasingly central to the way in which the service delivers, and is a key element of the broader issues covered both in this chapter and throughout this Green Paper. With more emphasis on local accountability, police authorities and forces will now no longer be held centrally to individual efficiency and productivity targets. Instead, police authorities will be expected to agree ambitious local targets and to hold their forces to account for delivering sufficient

improvements. Her Majesty's Inspectorate of Constabulary (HMIC) and the Audit Commission will jointly carry out searching inspections of police authorities' and forces' capability to secure better value for money. Each year there will be publication of the cashable savings made, certified by the Audit Commission, and open to national and local scrutiny. Nationally we will continue to promote good practice, including through Operation Quest, workforce modernisation, and the NPIA's new national IT strategy. The Home Office will retain its statutory powers and HMIC and the Audit Commission will advise the Home Secretary on any cases for statutory intervention.

## WORKING WITH THE BROADER CRIMINAL JUSTICE SYSTEM

- 2.25 Sir Ronnie Flanagan identified the Criminal Justice System (CJS) as a key area for potential further reform and one on which significant efficiencies for all concerned could be realised, and victims of crime better served. The Government is already taking forward a number of important activities, which we have intensified following Sir Ronnie Flanagan's independent *Review of Policing*.
- 2.26 For example, the Government is driving forward the Speedy Summary Justice programme<sup>20</sup> – slashing the paperwork on case file preparation where a guilty plea is pending or likely and introducing more integrated prosecution teams of co-located police and prosecution lawyers (use of a single file, common working methods, easier communication and common IT).
- 2.27 We are also piloting the use of 'virtual courts', which generate saved time in not having to deliver defendants to a court house over long-distance or through heavy traffic and allows for officers giving evidence to remain in the station. For example, a virtual court may allow for a Friday evening hearing rather than keeping the accused in custody over the weekend for a Monday appearance at the magistrates' court.
- 2.28 To ensure the benefits of this approach can be used as often as possible, the Government will seek a suitable legislative opportunity to remove a defendant's consent as to whether or not to attend a virtual court, where the participants are in a different location but are joined by live video link.
- 2.29 We have undertaken a fundamental review of the legislation and practice around the Police and Criminal Evidence Act and will publish our proposals shortly.
- 2.30 Following submissions from ACPO to Sir Ronnie Flanagan's *Review of Policing* and to the Home Office in preparation of this Green Paper, we are undertaking a review of the Regulation of Investigatory Powers Act (RIPA) 2000 and related codes of practice. The Act provides a statutory basis for a number of investigatory powers and sets out various requirements to ensure that they are used lawfully and in a way that is compatible with the European Convention on Human Rights. The areas covered are interception, communications data, surveillance, Covert Human Intelligence Sources (CHIS) and, more recently, encrypted data. Intrusion in which are matters of public concern.
- 2.31 Where there is any intrusion into an individual's privacy, clear authorisation and a record of why the intrusion was necessary and proportionate is important. The review showed that there was a fundamental problem with police seeking authorisation for surveillance or the use of CHISs where there was no need. An example of this was obtaining a CHIS authorisation for underage test purchases of alcohol. A better understanding by law enforcement agencies has already led to a 27% drop in such authorisations since 2003/4.
- 2.32 The National Policing Improvement Agency (NPIA) is now the centre for advice to practitioners in this area and has produced new guidance for police forces. We are also working on revised codes of practice for Covert Surveillance and CHIS which, like the new Code of Practice for

<sup>20</sup> Home Office, Department of Constitutional Affairs (DCA), and the Attorney General's Office (AGO) (2006) *Delivering Simple, Speedy, Summary Justice*. London: DCA. [http://www.dca.gov.uk/publications/reports\\_reviews/delivery-simple-speedy.pdf](http://www.dca.gov.uk/publications/reports_reviews/delivery-simple-speedy.pdf)

Acquisition of Communications Data,<sup>21</sup> came into effect in October 2007 and will give clearer guidance. A key feature will be ensuring that the processes for recording and documenting Regulation of Investigatory Powers Act (RIPA) decision-making are simpler, clearer and only include the essential information required by the Act, thus enabling more decisions to be managed in a single process and discouraging repetitive recording of details.

2.33 We will go further and produce standard forms to discourage excessive recording of data. This will achieve further savings on the time saved by recent initiatives, which are equivalent to over 350 extra officers.

#### **MORE EFFECTIVE USE OF IT**

2.34 The effective use of information is at the heart of successful policing. The analysis of information about offences and offenders enables investigation, analysis of crime patterns determines deployment and planning, good communication with the public is the basis of reassurance and can provide vital intelligence about criminal activity. Officers who are able to access accurate, timely information in an efficient way can deliver better service and achieve better outcomes.

2.35 The information environment has changed very fast in the last decade and this revolution in communications has underpinned the transformation of service delivery in banking, retailing and travel. The pace of change will accelerate in the next decade as a new generation of services built around user created content and social networking plays a part in the life of all our citizens. Against this background of radical change and opportunity throughout society, we recognise the achievements and considerable investment in police IT over the last ten years.

2.36 That investment has given the service a number of world class capabilities. These include the largest DNA database supporting law enforcement and

the first secure digital radio communication system and fingerprint identification systems which are the envy of the rest of the world. Locally, police authorities have also made significant investments and in some cases forces are on their third generation of locally developed IT systems.

2.37 And this technology is helping to reduce bureaucracy. From LANTERN mobile fingerprint devices, which allow officers to check details in the field without returning to the station, to the handheld computers that are allowing officers in the British Transport Police to print Stop and Search receipts while the information is updated electronically, officers' time is being freed up to focus on issues that matter to the public and to spend more of their time on patrol.

2.38 Last year, the Prime Minister announced that the Government would make available a further £50m to support the rollout of mobile data devices. The Mobile Information Programme, which was set up jointly by ACPO, the APA and the Home Office, supported by the NPIA, is an excellent example of the potential that technology has to reduce bureaucracy and the ways in which different partners can work together to deliver improvement.

2.39 **Through this Green Paper, therefore, the Government is announcing a further £25m over the next two years to expand this opportunity to more officers in more forces. By March 2010 these two programmes will deliver a total of 30,000 extra devices into the hands of frontline officers.**

2.40 All this technology is aimed at the same outcome – reducing the need for officers to return to the station, increasing their visible presence in the community and giving greater reassurance to the public. Already, handheld devices are allowing officers to:

- Search the Police National Computer (PNC) and force systems to confirm a person's identity so they can be managed appropriately;

<sup>21</sup> Home Office (2007) *Acquisition and Disclosure of Communications Data: Code of Practice*. London TSO. <http://security.homeoffice.gov.uk/ripa/publication-search/ripa-cop/acquisition-disclosure-cop.pdf?view=Binary>

- Access briefings throughout the shift including colour photos to identify people of interest, including those wanted, missing or vulnerable;
- Receive tasks and update those tasks during the shift; and
- Complete forms including Crime Reports, avoiding double keying of information.



Courtesy of Smith Davis Press.

### CASE STUDY – LUTON, BEDFORDSHIRE

A mobile information pilot was established at the end of 2006 in Luton whereby police officers (mostly from neighbourhood policing teams) were issued with Blackberrys. This gave them access to the PNC (to check the details of suspects), the Police National Legal Database (to check the application of the law), warrants issued for the area, Police Visual Handbook (a national guidance site) and the internet. The benefits realised were:

- Improved visibility.
- Reduction in Airwave (radio) traffic.
- Removal of return journey to station to check databases and information.
- Reduction in bureaucracy.
- Improved timeliness of access to information.
- Increase in positive identifications.

Time spent in the station fell from 46 per cent to 36 per cent, and time spent on incidents rose from 14 per cent to 19 per cent.

2.41 But these devices can only realise their full potential if they are used as part of a co-ordinated IT strategy for the whole service. At present, police IT procurement is disaggregated and costs are high. The service spends an estimated £1b per annum if both central and national investment is counted and yet disaggregation means that our internal costs are high.

2.42 Following a review of police IT, the NPIA, with its tripartite governance arrangements, is ideally placed to build on these successes and maximise the potential for greater efficiency in the following ways:

- The development of convergence plans under the leadership of the NPIA, which will require sign off of new investment against compliance criteria relating to national standards and architecture and procurement policy.
- The NPIA will take the national leadership role in police IT. The Chief Information Officer of the NPIA will act as the Chief Information Officer for policing in England and Wales
- The NPIA will establish two new major programmes. The first will create a common operating environment for police officers and staff which will be the basis for delivering in practical terms Sir Ronnie Flanagan's recommendations about process improvement.
- The second programme will seek to create innovative information services for citizens and partners. We will explore the options for how information can be used to more effectively engage with the public; for example we will investigate how the public could access more police information online. This work will be done in support of the neighbourhood policing programme.

- Supporting these two programmes to deliver service to citizens and to those working in the police service will be a new infrastructure modernisation programme which will converge by 2015 to a nationally owned and operated policing infrastructure, incorporating information services (Police National Computer (PNC), Police National Database (PND), the National Fingerprint Identification Service (IDENT)), fixed and mobile networks and applications services to forces.

2.43 The NPIA will prioritise the delivery of local crime information to the citizen, put in place a project to end multiple sign on to police information systems, and progressively reduce multiple entry of data. It will also identify savings through better procurement over the next three years.

2.44 This programme may need to be supported by changes in the legal framework within which forces and the NPIA work, and presents a significant task for forces and the NPIA alike in developing their capacity to lead change. NPIA will therefore take forward the following:

- Mandate – a code of practice which will require forces to develop convergence plans under the leadership of the NPIA, and which will require sign off of new investment against compliance criteria relating to national standards and architecture and procurement policy.
- NPIA will appoint regional leads to support forces in convergence at a regional level initially, but within a national framework.
- The NPIA will work with forces on developing their own capability and capacity for the new role for IT in forces.

## CONCLUSION

2.45 The potential of the changes outlined above, and particularly the cultural shift in approach that they represent, cannot be underestimated. But tackling bureaucracy and preventing its return will require continual vigilance and co-ordinated leadership.

2.46 **The Government will therefore appoint a reducing bureaucracy ‘champion’ at a senior level** to ensure the delivery of the recommendations in Sir Ronnie Flanagan’s independent *Review of Policing* and this Green Paper on bureaucracy, to challenge Government and the police service to pare down, cut back and think again. He or she will have a key role in discussions with the rest of the CJS and other agencies on the issues that slow down the activity of policing.

2.47 The Home Office and national tripartite leadership need to do more to understand the effects of our policies on frontline officers and staff. This individual will therefore chair a frontline practitioners group to test proposals of the police service, Government and CJS for impact on the frontline. The group will:

- Help to take forward Sir Ronnie Flanagan’s recommendations, assist in tackling bureaucracy and take forward the Green Paper proposals.
- Create a general frontline focus group and sounding board for policies particularly at the drawing board stage – they will not have a veto over new policy but will challenge and advise on the impact of new policies and on data collection, using a ‘walk through’ approach.
- Assess and advise on the impact of the timetabling of implementation.
- Produce an annual report on their work.

2.48 In addition, the ‘champion’ will work with the Government, ACPO, the NPIA and other key partners to identify the ‘top ten’ most frequently pursued processes in policing. **They will design a standard process for each, learning from the existing NPIA work in this area, followed by the design and production of the shortest possible standard forms necessary to support each process. The NPIA will ensure that this work supports their developing national IT strategy.**

2.49 As Sir Ronnie Flanagan said in his independent *Review of Policing*, the real purpose of reducing police bureaucracy is so that officers, Police Community Support Officers (PCSOs) and police staff can devote their time to dealing with local people's priorities, freed from perverse incentives and with the minimum of necessary or 'good' bureaucracy. The next chapter discusses how the Government proposes to support the service in doing so.

### CONSULTATION QUESTIONS

- How can we best involve frontline officers and staff in designing more effective and less bureaucratic processes?
- How can we ensure that new forms of bureaucracy do not replace those that we are committed to reducing?
- How best, together, can we tackle the risk aversion that Sir Ronnie Flanagan identified?

# Chapter 3: Defining roles and leadership in the police service

*The police service delivers an important service to the public. It is challenging, demanding and often dangerous work. The **Office of the Constable** is central in the police service. **Police Community Support Officers (PCSOs)** and other **police staff** also play a vital part in the service's work. **Special Constables** volunteer their time to serve the public as police officers. But the best organisations know that service can always be improved. This is the key responsibility of police **leadership**. The right people need to be developed for **senior jobs** and we need to recognise the importance of **frontline leadership**.*

- 3.1 This chapter and the next set out the Government's approach to the police workforce. People join the police to serve the public. This Green Paper says how the Government plan to assist them in doing that. The People Strategy for the Police Service, being consulted on and prepared by the National Policing Improvement Agency (NPIA), will be the vehicle for delivering much of the change set out in this Green Paper.
- 3.2 This chapter describes the Government's views on the distinct **roles** in the police workforce, and how they fit together as a team to deliver for the public. It goes on to set out the next steps on police **leadership**, in particular looking at the necessary changes to the chief officer appointments system in light of the tripartite Leadership Strategy for the police service, and responding to Her Majesty's Inspectorate of Constabulary (HMIC's) *Leading from the frontline – thematic inspection*. The next chapter goes on to look at further issues about development and deployment of the police workforce.

## ROLES IN THE POLICE WORKFORCE

- 3.3 There are several distinct roles within the police workforce. Police officers play the central role, but they are complemented by Police Community Support Officers (PCSOs) and other police staff

– both operational police staff and those working to help operational delivery behind the scenes or in contact with the public. Specials – members of the public volunteering their time to be police officers – also assist the regular police.

- 3.4 Since March 1997, workforce numbers have grown to a historically high level. This reflects the Government's commitment to policing and its belief that the police workforce must be at the heart of delivery. There are now nearly 140,000 officers, 16,000 PCSOs and over 76,000 police staff employed.
- 3.5 The Government will always have to make difficult decisions about resources, with its ultimate responsibility being to make those decisions in the public interest. This public interest has been reflected in the large increase in police resources which has enabled historically high police officer and staff numbers. But equally it led the Home Secretary to make a difficult but necessary decision on police officer pay for 2007, bearing in mind her responsibilities to the public on affordability, in other words the use of taxpayers' money, and on government pay policy.
- 3.6 Moving ahead, the Home Secretary has set out her preference for a multi-year police officer pay deal based on the Police Arbitration Tribunal's index. A multi-year deal would also help give both the tripartite leadership of the service and staff associations time to consider together whether any potential structural reforms to police pay scales might support a better service for the public. In the event that such a multi-year pay agreement cannot be reached, the Government will start consulting on the arrangements for setting up a police officer pay review body.

## THE OFFICE OF THE CONSTABLE

- 3.7 All police officers, whatever their rank, hold the Office of Constable. The Office of Constable defines what it means to be a police officer – and defines the fundamental nature of the relationship between policing as a whole and the wider community. Police officers have a duty to obey lawful orders, but they are also required to exercise

their discretion in enforcing the law – for example in exercising powers of arrest – and they are independently accountable to the law for their decisions. Their discretion in upholding the law is complemented by a duty to do so – whether “on-duty” or “off”. These aspects of the Office of Constable provide the public with protection from crime and disorder, but also provide protection from the abuse of coercive law enforcement powers. This is the foundation of the role of the “British bobby” and has been the historic central part of the Office of Constable in our police service, for over 175 years.

3.8 The Government believes that the Office of Constable must remain at the core of policing. As the Police Federation have noted in a recent publication, it is the bedrock of British policing<sup>22</sup>. PCSOs and police staff, including operational staff, have a very important role to play as part of the police team. However, the Government’s view is that within the police workforce only holders of the Office of Constable should have wide-ranging coercive powers applicable in the community at large.

3.9 The responsibility of exercising these coercive powers requires skill and knowledge directly applicable to coercion, but also requires the officer to exercise a much wider understanding of policing and its relationship with the public. This tradition fits well with the Government’s aim to develop a culture in the police service of learning from the workforce’s frontline experience to keep improving delivery for the public.

3.10 The Government believes we need to ensure all police officers receive and maintain a broad professional knowledge of policing. It is important that we enable officers to see the wider picture of how what they do affects other parts of the policing organisation. For example, how the way they and the force as a whole communicates with a member of the public as a customer may affect that person’s confidence in the police service. Or how the way in which they deal with a scene of crime may affect

subsequent court proceedings. Reinforcing this understanding will directly improve the public’s experience of the police service. It will also enable individual police officers to contribute more to their forces learning on how to serve the public better (This issue is also considered further in Chapter 4.)

3.11 However, police officers also need specialist skills to enable them to fulfil their role professionally in the complex environment of 21<sup>st</sup> Century policing. We know that there is concern in the police service, including amongst experienced officers, that we need to strike the right balance between a general understanding of the service and specific specialist skills.

3.12 So the Government is asking the NPIA, working with the tripartite leadership of the service and ACPO in particular, and staff associations, to consult on how best to balance the requirement for giving officers an increased broad professional knowledge of policing, with the importance of training officers in specialist skills. This will link to the work that the NPIA is already doing with the Association of Chief Police Officers on reviewing the Initial Police Learning & Development Programme (IPLDP), which is the national training programme for student police officers.

3.13 While all police officers hold the Office of the Constable, it is also important that all police officers start at the rank of Constable. This enables them to gain a full understanding of frontline operational policing through direct experience.

3.14 The Government is also asking the NPIA – again, working with the tripartite leadership of the service and ACPO in particular, and with staff associations – to consult on and consider the best approach or approaches to deploying new Police Constables in their early years in service. This needs to be considered in the context of how officers are deployed over their careers to balance getting the right mix of experience in a particular function with ensuring that maintaining a wide enough understanding of policing.

<sup>22</sup> Police Federation (2008) *The Office of Constable: The bedrock of modern day British policing*. Surrey: Police Federation  
[http://www.polfed.org/OC\\_Final](http://www.polfed.org/OC_Final)

## POLICE COMMUNITY SUPPORT OFFICERS

3.15 Chapter 1 sets out in detail the role and powers of PCSOs.

## POLICE STAFF

3.16 Police staff play a vital role in the police team. This includes work behind the scenes, in functions such as intelligence, finance, Information Technology (IT) and human resources. Their work ensures that police organisations are run as well as possible in order to be able to deliver for the public. They deal directly with members of the public too – for example in contact centres. Good use of administrative police staff often helps to free up police officers for frontline work, or assists frontline officers to do their work in the most effective way.

3.17 Increasing numbers of police staff have operational roles. In addition to PCSOs, police staff currently perform detention, investigative and surveillance roles. While not having the wide-ranging powers of police officers, police operational staff also play a vital role in delivering the most effective possible policing to the public. As set out in chapter 4, the Government wants chief officers and police authorities to take decisions on the right mix of officers and staff to ensure the best service for the public is delivered.

3.18 The Police Reform Act in 2002 introduced powers for police staff and established investigating, detention and escort officers. Many forces have made use of these new roles to free up police officer time and ensure effective service delivery by dedicated police staff. However take-up of these powers has not been as widespread as expected across the police service. We believe that forces would benefit by making greater use of these designated posts.

3.19 The current review of the Police and Criminal Evidence (PACE) Act aims to consult on ideas for change of PACE powers and procedures. In addition to the roles established since 2002, options

for the future include the introduction of an Identification Officer role for a Constable or member of police staff to carry out a function which currently has to be exercised at the rank of inspector or above. The review also proposes creating a designated Crime Scene Investigator role, which would enable trained Scenes of Crime Officers to carry out forensic evidence gathering more effectively, thereby providing a better service to the public.

3.20 We very much recognise that the custody officer must make key decisions around detention, fitness to be detained, fitness for interview, bail, charging and, crucially, risk assessment. We have listened to concerns that these key functions should continue to be carried out by a Sergeant and we will repeal the statutory provisions that would allow extending the role to police staff.

## SPECIAL CONSTABLES

3.21 There has been a welcome resurgence in the Special Constabulary over the last few years, with increasing numbers of citizens volunteering their time, skills and experience to give something back to their communities. The latest published figures show that Special Constabulary numbers are over 14,000 volunteer officers. This reflects the impetus given to recruitment, retention and training through the provision of central funding since 2004.

3.22 We wish to build on that success. The Special Constabulary National Strategy<sup>23</sup> was launched at the national Special Constabulary conference earlier this year. The strategy sets out how the special constabulary can make an effective contribution to the delivery of community focused policing in the years ahead. It identifies a number of specific areas where volunteer officers, working alongside their full time colleagues, can draw on their local knowledge and life experience to help reduce crime and provide public reassurance. It also identifies central strands to be developed to increase the efficiency of the Special Constabulary which include recruitment, training and development, and leadership

<sup>23</sup> NPIA (2008) *National Strategy for the Special Constabulary* Strong Worldwide on behalf of NPIA [http://www.npia.police.uk/en/docs/National\\_Strategy\\_March\\_08.pdf](http://www.npia.police.uk/en/docs/National_Strategy_March_08.pdf)

3.23 The Government is providing further funding over the next three years to maintain momentum and to deliver an increase in Special Constabulary numbers from 14,000 to 20,000. This will directly involve a greater number of local people in determining the way they are policed by encouraging them to volunteer. Funding will be closely aligned to ensure successful implementation of the strategy and will specifically assist initiatives around recruitment, training and development and in developing the leadership of the Special Constabulary.

## LEADERSHIP IN THE POLICE SERVICE

### THE LEADERSHIP STRATEGY

3.24 The Home Office, the Association of Police Authorities (APA) and ACPO have agreed a Leadership Strategy for the Police Service<sup>24</sup>. This identifies the importance of strengthening resource management and stakeholder skills, as well as promoting good operational leadership and equal opportunity for advancement. It applies to all officers and staff with management responsibilities, not just those at the top of the service. Its approach will be applied to all development and training for police managers. As part of this all police managers will focus on how what they do delivers for the customer, individually and for the public in general. Understanding how to help officers and staff to deliver for customers will be the core of their job.

### DEVELOPING THE TOP POLICE LEADERS OF TOMORROW

3.25 Developing and maintaining strong and effective top leadership is a core issue for any good organisation. The challenge with policing is made more complex by having to balance the particular needs and operational responsibility of each individual force with the critical collective responsibilities which chief officers need to address together at a national level.

3.26 The Government has a particular responsibility for the framework and approval of the top police

officer appointments – those at chief officer level. This covers the 250 or so top police officers at the ranks of Assistant Chief Constable, Deputy Chief Constable, Chief Constable, and their London equivalents up to Commissioner. The Government believes it is right to look again at how the chief officer appointments system works. This is because:

- The Senior Appointments Panel (SAP), which advises Ministers on chief officer appointments, has co-ordinated discussions of current position on the numbers of candidates to be a chief officer compared to the number of available posts. HMIC, police authorities, chief officers and superintendents tell us that we need to do more to ensure that there is a sufficient supply of chief officers to match the posts that need to be filled. ACPO have told us that they believe the chief officer appointments system needs to be looked at, including that more needs to be done on succession planning, especially for the most important posts, by building a national cadre of top police leaders. APA worry that police authorities do not always get the best possible lists of candidates for their posts, and that many good superintendents are not selected as eligible to become chief officers. In short, there is wide agreement that we need better talent management.
- The tripartite Leadership Strategy (referred to in paragraph 3.24) sets out a clear agreement on the skills we need for chief officers and stresses the importance of growing the talent pools from which the top leadership of the service can be selected. The chief officer appointments system therefore needs to reflect that approach and work with it.
- The Government and ACPO believe there is not always enough emphasis on chief officers' contributing to national work. Part of the chief officer role is contributing to policing across England and Wales as part of the national cadre

<sup>24</sup> NPIA (2008) *Leading Policing – A Strategy for the 21st Century* NPIA: London

of police leadership. This is not in conflict with, but should complement, a chief officer's role in his or her own force.

- While the APA and police authorities want the system to serve the needs of their localities better, they – and the Government – believe it is essential to retain the police authority role as central in chief officer appointments.
- To meet the challenges of modern policing we can build on the brand and high reputation of the police college at Bramshill and create a National College of Police Leadership.
- There is wide agreement that we need a more diverse police leadership, with the experience and expertise which it brings.
- The developments set out in Chapter 7 of this Green Paper for the national performance management regime require us to look again at the chief officer appointments system, in particular to accommodate clear and robust arrangements for those forces that are consistently not performing as well as should be expected.

3.27 In outline, the current system for chief officer appointment is as follows<sup>25</sup>. Eligibility to become a chief officer follows a national selection and development process. Eligible chief officers choose which posts to apply for, following advertisement by police authorities. The police authorities then appoint chief officers subject to approval by Home Office Ministers. This Ministerial decision follows advice from the SAP. The Government believes this remains the right broad framework for appointments, but that it needs to evolve to meet the challenges set out above in paragraph 3.26 above.

3.28 The appointments system needs better information on candidates and posts, more thinking ahead on succession planning, and a new way to organise the postings process. Where a force's performance is not as strong as it should be, the system also needs to be able to look at that force's chief officer team and assess its role – positive or negative – regarding

the force's performance. Accordingly, the Government will reform the chief officer appointments system to create a more cohesive national cadre of top police leaders:

- SAP will be more proactive in succession planning and appointments, with greater strategic input into leadership development. Currently the Panel focuses on discussing individual chief officer applications to posts as they arise. In future, to address the concerns expressed by the APA, ACPO and others, the SAP will spend relatively more time on the strategy for the management of the overall pool of top police talent. SAP will work to ensure that all chief officer posts, including the most challenging, have an appropriate range of candidates, and that all aspiring and current chief officers know the skills needs of the service.
- Chief officer posts will be advertised in co-ordinated rounds to provide police authorities and candidates with better choice, and to enable the SAP to advise authorities and candidates about potential suitable matches on the basis of its work on the overall pool of talent.
- ACPO, the APA and the Home Office will continue to be represented on the SAP. The input of HM Inspectors to SAP will continue to be vital, and the input of the HM Chief Inspector to the Panel will be essential. However, as set out in Chapter 7, the role of HMIC on inspection will be strengthened. It is therefore important that HMIC does not play the lead role in advising Ministers on the appointment of chief officers, which might then be a key factor in subsequent examination of force performance. In order to ensure that HMIC remains as independent as possible of the decision-making on appointments, the SAP will be chaired by an independent member – who should have had a distinguished policing career – and the number of independent members will be increased.

<sup>25</sup> A different system applies for the royal appointments to the posts of Commissioner and Deputy Commissioner of the Metropolitan Police.

- Home Office Ministers will retain the role of approving chief officer appointments, with SAP providing advice not only on individual posts, but also more strategically. The SAP will need to evolve ways of working for its new role which combine clarity with adaptability. (A good example is the question of whether it should be required for a Chief Constable to have served in another force at Chief Officer rank – this is discussed further below in paragraph 3.45 below.)
- SAP's work will increasingly be supported by better information. The Leadership Strategy's analysis of policing skills domains needs to be central in the selection of chief officers. Clearer information on individual areas of skill and on the needs of particular posts will be needed, including in support of ensuring that forces have balanced chief officer teams. This information needs to cover not only current chief officers, but aspiring chief officers as part of an active approach to talent management.
- Where the performance of a force is a cause for concern, the SAP will provide the police authority and Ministers with advice to enable the authority to assess the relative strengths and weaknesses of its chief officer team, and on the possible approaches the police authority might take to address any problems. If necessary, the SAP will provide appropriate advice to the Home Secretary on the actions that could be taken.
- The SAP will continue to advise Ministers on proposals to extend the fixed term appointments which chief officers hold at Deputy Chief Constable level and above. Home Office Ministers will agree criteria for renewal which reflect the high standards of leadership and performance which the public rightly expect from leaders at the very top of the service.
- As we give more prominence to national work as part of a chief officer career and skill development, the Government will want advice from the SAP on how best to ensure greater national coordination over the leadership needs of national projects.

- The SAP will make regular published reports to ensure that the public, police authorities and candidates understand its ways of working and the outlook on chief officer appointments. It would be appropriate for the SAP to also formally send these reports to the tripartite leadership of the police service and to the staff associations, including the Chief Police Officers' Staff Association CPOSA and the Superintendents' Association.

## THE DEVELOPMENT OF TOP LEADERS AND THE NATIONAL POLICE LEADERSHIP COLLEGE

3.29 The Leadership Strategy identifies three key “domains” of policing skills:

- Professional policing skills, including the operational and tactical areas of policing;
- Executive policing skills, including partnership and stakeholder skills. The agenda developed here in the Green Paper makes clear that this also includes the importance of the customer perspective – understanding the policing experience and outcomes from the point of view of the members of the public who the police serve.
- Business policing skills, including resource and workforce management.

The Strategy identifies the second and third areas as needing particular development.

3.30 The Performance and Development Review process for police leaders at all levels must therefore be simplified and restructured along the lines of the three skill domains. That will mean that each current or aspiring chief officer's performance contribution and development needs will be clearly set out.

3.31 It is important that aspiring and current chief officers help the police service as a whole adapt and learn how to deal with the constant challenges of 21<sup>st</sup> century policing, for example by taking ACPO lead roles. While such work needs to be done nationally, the benefits are felt locally. Performance and Development Reviews for aspiring and current chief officers must also highlight their national

- level contributions (or lack of such contribution) alongside specifically local work. HM Inspectors will have a key role to play in making this assessment for chief officers. The importance of national work will be reflected in the regulations and determinations governing the role of chief officers. HMIC inspections of police authorities will ensure that obstacles are not placed in the way of chief officers carrying out this role.
- 3.32 The local dimension of the chief officer role is of course vital. Police authorities, represented by their chair, should write the Performance and Development Review of Chief Constables and Commissioners in consultation with the relevant HM Inspector of Constabulary. This will cover the three domains outlined in paragraph 3.29 above. The section on professional policing will need to be agreed with HMIC. Police authorities must also have a formal role in contributing to all chief officer assessments and to the assessment of those officers who seek promotion to chief officer ranks.
- 3.33 Since we value national work, it also follows that it is important that all chief officers take full account of national learning on best practice in their fields and consider the implications of such learning for their work locally. A new National College of Police Leadership will therefore be set up. It will be responsible for the development of police leaders, including the selection of those eligible to become chief officers. Aspiring and current chief officers will not only learn from the College, but the best, including ACPO national leads, will also be expected to contribute to its work.
- 3.34 The professional and academic direction of the College will be provided by a Board of Governors which, to underline the College's key role in the policing profession, will be chaired *ex officio* by the President of ACPO. The Board will also include representatives of the tripartite and independents. The College will sit within the NPIA, with executive charge provided by a Deputy Chief Constable for police leadership.
- 3.35 The College will work to build up a rigorous but also practical and non-bureaucratic framework for the accreditation of chief officer skills. This framework will, of course, be based around the three police leadership skills domains.
- 3.36 A more transparent selection, accreditation and appointment system will help enable better talent management and ensure advancement is equally open to all police officers from whatever background. This will help address skills shortages amongst top police leaders – for example, a relative lack of Criminal Investigation Department CID experience – and help enable more police leadership to become more diverse, for example in terms of race and gender.
- 3.37 As noted at the start of this chapter, the Government believes that it is important that all police officers begin their service at the rank of Constable. In that framework, we need to encourage potential top police leaders to join the service, and we need to develop potential future top leaders as fully and quickly as possible. A new graduate fast-track scheme will therefore be developed by the NPIA to attract top quality graduates from leading universities into policing, with the prospect of quick progression to senior ranks for those who merit it. This will complement the re-launched High Potential Development Scheme.
- 3.38 The development of senior managers and future top leaders in the police service means we need to focus on the development of Superintendents and Chief Superintendents. Currently some, but not all, forces expect new Superintendents to undertake the NPIA's Senior Leadership Development Programme (SLDP). The SLDP will be reviewed as part of the NPIA's work on the Leadership Strategy. The implementation of the Strategy will take forward an agreement to make SLDP mandatory for all new Superintendents. The information from the programme will also be used to inform the SAP's consideration of the talent pool of potential chief officers.

3.39 The SLDP and accreditation of equivalent courses will be run by the new National College of Police Leadership. The College will have responsibility for the whole process of moving from Superintendent to chief officer rank and beyond. This includes the selection centre which determines eligibility to become a chief officer, and it also includes the Strategic Command Course and its successors reconfigured as envisaged under the Leadership Strategy.

3.40 The Board of Governors of the National College of Police Leadership will provide oversight with day-to-day executive control being in the hands of the Deputy Chief Constable level executive head of the College. However, the personal involvement of chief officers, including at Chief Constable level, will be vital in order to ensure grounded and innovative learning. Indeed, involvement in bringing on the next generation of chief police officers should be seen as a key part of the national role of the very top leadership of the service.

3.41 Development does not and cannot stop with promotion to chief officer rank. The College will provide development support for current as well as aspiring chief officers, as outlined in the Leadership Strategy.

3.42 Development does not, of course, simply mean training. As noted, it is important that aspiring and current chief officers develop themselves through national work. As well as contributing to policing in England and Wales such work often provides important development opportunities. More widely, it is important that significant numbers of aspiring and current chief officers take secondments out of the police service for a while. This will help make the service as outward-facing as possible, including in helping police leaders play their part amongst the wider leadership of the public sector. The Government will review elements of the police pensions legislation which can make it more difficult for police officers to take secondments outside of the police service.

3.43 The main focus of this section has been on police officers at chief officer level and those who aspire to become chief officers. However, police staff play a vital role at chief officer level. The College must also provide for their development, including considering how best to provide joint training to officers and staff where that is useful and helps ensure understanding within senior and chief officer teams. The College will also provide for the development needs of police authority members and those who work for them in police authorities, to assist in their crucial role.

#### OTHER NEW ELEMENTS IN THE NEW CHIEF OFFICER FRAMEWORK

3.44 Until recently, legislation required that a Chief Constable must have served for at least two years at chief officer rank in another force. At the end of 2006, the determination accompanying police regulation 11 was amended to allow for this requirement to be waived in exceptional cases. This exception has been used twice in the 15 Chief Constable appointments made since then. The Home Office has sought views on the future of this requirement and opinion has been divided between those who wish to keep the exception, those who wish to make no exceptions and those who would like SAP to exercise greater discretion in this matter.

3.45 The Government's view is that in general it is very important that a Chief Constable should have at least two years' chief officer experience in another force so that no force becomes too inward looking. However, very occasionally, there may be business reasons why an exception should be made. Subject to consultation, the Government therefore intends to retain the two year with exception provision in its current form, but will expect the SAP to set a high bar in considering any cases for an exception. Certainly no officer aspiring to lead a force should assume that position can be reached without two years' service as a chief officer in another force.

3.46 Chapter 7 of this Green Paper sets out developments in the performance national management regime, particularly a strengthened

role for police authorities. This focus on performance makes it right that police authorities should continue to make the decisions on the appointments of their chief officers. However, because of the particular onus on the top leader of a force, Chief Constables and Commissioners will be given a more formal and active role in being consulted on the appointment of their chief officer teams.

- 3.47 The new chief officer appointments framework described above, increases the focus on the performance of chief officers. However, it is important to recognise that it can be right for chief officers to leave a force before they reach 30 years' service or the end of their fixed term appointment simply because that is best way forward for the individual or for the organisation. This does not necessarily imply any lack of performance by the chief officer but may merely recognise that the changing needs of the individual or the force over time. Where the initiative comes from the police authority rather than from the officer, it will clearly be necessary to agree appropriate compensation to enable such a move to happen.

### HMIC REVIEW OF FRONTLINE SUPERVISION

- 3.48 Sergeants are the lynchpin of the police service. They lead, manage and set standards for police officers and staff who are the first point of contact that members of public have with the police. HMIC recently published a thematic inspection. *Leading from the frontline – thematic inspection*,<sup>26</sup> specifically focusing on uniformed 24/7 response Sergeants. The thematic inspection gathered evidence from thousands of Sergeants to identify how best to support them in their work, including the management of critical incidents, recognising them as “leaders of people and guardians of excellence in service delivery”.
- 3.49 The HMIC thematic inspection was commissioned by Sir Ronnie Flanagan in May 2007 and led by HMI Jane Stichbury, following, in part, the

publication of a report commissioned by the Police Federation of England Wales entitled ‘24/7 Response Policing in the Modern Police Organisation – Views from the frontline’.<sup>27</sup> The scope of the thematic inspection covered those sergeants whose role included supervision of a uniformed 24/7 response and in some forces, those deployed on neighbourhood police teams. The work entailed the circulation of an on-line questionnaire to all Sergeants in that role which drew 4,201 responses (nearly half of those in that role). The thematic inspection also conducted focus groups and one-to-one interviews with 571 officers and live observation of frontline supervisors in the workplace.

- 3.50 The thematic inspection found that the role of Sergeant, particularly frontline Sergeants had, over time, become more varied and complex (partly because of increasing specialisation of roles). The role also carried significant responsibility, with frontline Sergeants often acting as the first tier of management at critical incidents. HMIC concluded that there was often a lack of clarity about what was expected of frontline Sergeants in a force, and a lack of national cohesion about the role. Consequently there was widespread variation in standards of leadership and supervision. Forces did not always communicate the requirements for the role or use this to inform their selection criteria for promotion, training and support to ensure effective service delivery.
- 3.51 HMIC also found particular skills gaps at frontline Sergeant level. There was variation in the amount of preparation for the role amongst forces and between individuals. A review of Sergeant and Constable Performance and Development Reviews (PDRs) found that there was insufficient focus on development; completing the form was considered more important than taking forward work on personal development. Some Sergeants were also either inexperienced in frontline duty or lacking the required confidence to lead teams. Nearly two-

<sup>26</sup> HMIC (2008) *Leading from the frontline – thematic inspection* Home Office: London <http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/frontline/>

<sup>27</sup> Chatterton and Bingham (2006) *24/7 Response Policing in the Modern Police Organisation: Views from the Frontline*

thirds (63%) of Sergeants had not received role-specific training. HMIC concluded that there is not always enough emphasis on leadership, confidence and capability which are essential requirements of the role.

3.52 HMIC have made a number of specific recommendations to define the role of the Sergeant at a national level and to emphasise their role in enabling the policing team to deliver a good quality service. In order to address the issues they recommended the following at a national level:

- **consistent definition of national standards for the role of Sergeant** to define baseline of competence in areas such as leadership, critical incident and risk management, management and development of staff, maintenance of standards of professionalism and service delivery.
- **provision of accreditation for Sergeants and front-line sergeants** to recognise the status and importance of this role in leading people and providing quality of service.
- **review of the promotion process from constable to Sergeant** to refocus towards identifying leadership qualities and complementary technical knowledge and experience. While legal knowledge is important, the Government expects that this should mean relatively less emphasis on detailed legal learning and more on leadership and management. The PDR process should also be used more to assess readiness for the role of front-line Sergeant.

3.53 These recommendations should be taken forward by the NPIA with the tripartite leadership of the service, coming under the new National College of Police Leadership. The College should also consider whether developing a national standard of police leadership which can be tailored at the local level but within nationally agreed principles should form part of the implementation of the Leadership Strategy for the Police Service.

3.54 The Government also expects ACPO to emphasise the importance of effective frontline supervision and leadership to the delivery of quality of service and citizen-focused policing. As a result ACPO should ensure that the role of a frontline Sergeant is clear and supported by appropriate selection, training and support processes. ACPO should also consider the need for a review of the use of acting Sergeants.

3.55 Similarly, police authorities and forces should consider how to respond to the following HMIC recommendations:

- provision of adequate support mechanisms, role definition and development for their Sergeants;
- police authorities and chief officers ensuring that strategic objectives are translated into frontline delivery, as HMIC's thematic review suggests;
- Sergeants being provided with visible support from senior management as well as opportunities to provide active leadership;
- forces checking that frontline Sergeants understand how best to deliver for the public in general, particular communities and individual customers. They should be provided with regular feedback so that they are able to deliver a good quality of service;
- Sergeants acting as leader and coach to others and be able to use discretion and judgement to support professionalism; and
- forces using the 'snapshot' review document provided by HMIC to determine the need for necessary action by October 2008.

3.56 As set out in Chapter 4, HMIC will be carrying out a workforce inspection in 2010 which will include review of forces progress on the development of the role of the Sergeant.

3.57 *Learning from the Frontline* echoes issues outlined elsewhere in this Green Paper. For example, Chapter 4 highlights a need to review the PDR process outlined earlier in this chapter. HMIC

emphasise a need to focus on both performance and development throughout the PDR and provide objective evidence to assess performance and readiness for promotion. HMIC's thematic inspection also suggests forces should make the best use of resources and staffing, using management information to provide effective service delivery. This links closely with other material in Chapter 4 on deployment and workforce mix. Like the Review, the Green Paper encourages police authorities and chief officers to involve frontline Sergeants in the process of improving structures and systems. The Government believes a frontline practitioners group (in Chapter 2) will provide an opportunity for frontline officers to have a stronger voice at the national level.

3.58 The Government will also ask the National College of Police Leadership to consider which of the HMIC recommendations are relevant to police officers at ranks other than Sergeant, such as Inspector and Chief Inspector, and to police staff.



## CONSULTATION QUESTIONS

- The NPIA will consult on how we can ensure that Constables gain a wide professional understanding of their force's work through their initial training and deployment, and their subsequent development, balancing this requirement practically with the need to provide Constables with the specialist skills to enable them to deliver professionally in the complex environment of 21st Century policing.
- The NPIA will consult on how best to ensure that all new Police Constables are trained in providing the best possible quality of service to the public.
- Regarding chief officer appointments, the Government would be grateful for views on:
  - How can we best change the operation of SAP to make it more proactive in succession planning and appointments, with greater strategic input into leadership development?
  - How should a scrutiny gateway for the renewal of fixed term appointments work?
  - What is needed to recognise that it can be right for chief officers to leave a force before the expiration of their contract because that is best way forward for the individual or for the organisation?
  - How can we establish better succession mechanisms, including in poor performing forces?
  - The proposed approach to Regulation 11's provisions on serving in another force as chief officer before becoming a chief constable.

# Chapter 4: Focusing on development and deployment

*The **workforce** is the most important part of any public service organisation. Police forces are fortunate in the commitment and energy of their people and this is reflected in their achievement in making England and Wales safer. Now to deliver the best possible service, we need to look at how we **develop and deploy** the police workforce to deliver for individual customers, for all our communities and for the public in general.*

4.1 In policing, as elsewhere, the best organisations have always ensured that the skills and initiative of every member of the workforce are used as part of a team to serve the public and the customer effectively. The best 21<sup>st</sup> century organisations go further to have a culture of learning from the workforce's frontline experience to keep on improving that service. The Government wants to make those approaches part of business as usual in all police forces.

4.2 This chapter outlines how improvements to the **development and deployment** of the workforce will follow that approach in order to deliver more for the individual customer, for all our communities and for the public in general. This will be underpinned by support from the National Policing Improvement Agency (NPIA), including through the People Strategy for the Police Service. Police authorities and forces will be held to account for making swift progress through a major inspection in 2010 by Her Majesty's Inspectorate of Constabulary (HMIC).

## BETTER DEVELOPMENT AND DEPLOYMENT

4.3 People in the police show strong commitment to public service, so it is important that the police service develops and deploys its officers and staff to enable them to provide the best service possible.

We need to get people with the right skills in the right place at the right time to do the job. This chapter sets out the issues the Government believes need to be tackled to do that.

4.4 We need to enable police officers and staff to deliver an excellent service for the individual customer – the law-abiding member of the public they deal with as a victim, witness or citizen. We need to listen to the frontline about how to do that better.

4.5 We need to go further in getting the trust and confidence of diverse communities. We must ensure that police officers and staff are deployed to match demand from the public for police services. We have a responsibility to ensure that the mix of officers and staff deployed is the one which in the context of the force concerned does most to deliver for the public.

4.6 As noted in the previous chapter, Sergeants have a key role to play in enabling all frontline officers to do this.

4.7 In 2010, HMIC will carry out a major inspection of all police authorities and forces progress on the workforce programme outlined in this chapter. For all authorities and forces, the inspection will examine progress on:

- enabling officers and staff to improve customer service individually and through contributing to the improvement of their team;
- enabling frontline officers and staff to improve how their force works for the public, including how they have made the most of the take up of the lessons from Operation QUEST;
- the adoption and implementation of equality standards;
- the deployment of officers and staff in comparison to the demand for policing services;
- the achievement of a workforce mix that maximises delivery for the public; and

- the development of the role of the Sergeant which is key to making much of this work on the ground.

4.8 The work of each chief officer team in making these changes happen will be a particular focus of the inspection. The results of the inspection will also be a key piece of evidence relevant to assessing chief officer performance. Each police authority will be inspected on its work in challenging its force to do this.

4.9 Following the HMIC workforce inspection, HMIC will recommend any necessary action to police authority and force, or to the Home Secretary as appropriate.

## **CUSTOMER SERVICE**

4.10 The police service's customers are the general law-abiding public. However, people are also more individually customers of the police service – for example as victims, witnesses, or citizens. This experience of the police service shapes perceptions and feelings of safety and confidence. As set out in Chapter 1, the NPIA will review current training on the so-called 'soft skills' such as contact with the public, victims and witnesses care and identifying areas where there is scope for further training and development.

4.11 Since police officers and staff are at the heart of delivering for the public, we need to ensure that they all receive good personal management and development. Police officer and staff Performance and Development Review processes need to be simplified and improved. They need to be made less bureaucratic. They need to be more about helping officers and staff know how well they are contributing relative to their peers, and about them working together with their manager to identify what the next steps in their personal professional development should be. The Government is asking the NPIA to take forward work with the police service to achieve this change. But managers in forces will have the main responsibility for making the process less bureaucratic and more useful.

4.12 Because of the central role of the Police Constable in the police service, it is particularly important that all new Police Constables are trained specifically in how to enable them to provide the best possible quality of service to the public. This has been implicit in much police training but needs to be made more explicit – for example if we are to meet the challenge of improving public satisfaction and confidence in the police service. The Government is asking the NPIA to consider how best to include this in the training for all new Constables, alongside its work on so-called 'soft skills'.

## **WORKING WITH THE FRONTLINE TO IMPROVE SERVICE**

4.13 The best public and private sector organisations have realised that in order to deliver in the 21<sup>st</sup> Century it is important to use their workforce to help the organisation understand what its customers want and need. Operation QUEST (see Chapter 1) has provided an excellent example of how this can work in the police service.

4.14 All forces need to make the most of the lessons of Operation QUEST to run similar projects of their own. The Home Office and the NPIA will provide advice and assistance to help forces understand how to go about this. The QUEST approach provides a framework that enables managers to use the nuts and bolts knowledge the workforce has about what helps and what hinders delivery.

4.15 The lesson of listening to the frontline applies nationally as well as in forces. That is why, as described in Chapter 2, we are launching a new frontline practitioners group to test proposals for the police service, Government and the Criminal Justice System (CJS) for impact on the frontline.

## **A DIVERSE POLICE SERVICE WORKING TOGETHER WITH PEOPLE FROM EVERY COMMUNITY**

4.16 We need to ensure that not only the public as a whole but people from every community have confidence in the police and the service they provide.



4.17 The police service has undergone extensive scrutiny on equality since the tragic death of Stephen Lawrence in 1993. The *Stephen Lawrence Inquiry* report by Judge Sir William Macpherson<sup>28</sup>, followed by the *Undercover Cop* and *Secret Policeman* investigations by the Equality and Human Rights Commission (EHRC), and a number of high-profile individual cases of discrimination continue to challenge the way the police service provides its services to diverse communities and the way it manages its workforce.

4.18 Responding to this scrutiny, it is important to recognise that there have been substantial and positive changes in policing in the past years. These include:

- Improvement in forces' recording, monitoring and response to hate crimes; and in the organisation, structure and management of murder investigations.
- Improvements in liaison with families of victims of murder and consultation with local communities.
- The general excision of racist language from the police service.
- An increased representation of minority ethnic police personnel (officers, police staff and special constables). This means 5.3% of police personnel are now from minority ethnic groups. There is also progress on increased representation of police officers in particular,

although moving at a slower pace. The increase to 3.9% in 2007 represents an effective doubling of the representation of minority ethnic police officers from the starting point of just 2% in 1999.

- Very good progress has been made in recruiting minority ethnic special constables and police staff (including Police Community Support Officers (PCSOs)) with representation of 8.0% and 7.2% respectively.
- Two minority ethnic officers and five women at Chief Constable level.

4.19 It continues to be vital for the police service to build on the good work that has already been done in relation to equality and diversity. The Home Office equality and diversity vision for the police service is to have:

*"A police service that has the trust and confidence of all communities and a service that reflects the communities it serves."*

4.20 In order to make the vision a reality we will work with our policing partners and communities, focusing on the aims of providing effective police service for diverse communities and having a representative police service. We propose to develop a new three-year equality, diversity and human rights strategy for the police service in partnership with our policing partners.

4.21 The strategy will comprise the following elements:

- The local setting of minimum **equality standards for policing**. The aim is to assist the service to continue to improve performance and mainstream activity on equality and diversity. The NPIA is currently developing a framework which will support authorities and forces in setting equality standards locally, with national oversight retained through the process of HMIC inspection set out at the start of this chapter.

<sup>28</sup> Macpherson, Sir William (1999) *The Stephen Lawrence Inquiry*. CM 4282-I. London: The Stationery Office. <http://www.archive.official-documents.co.uk/document/cm42/4262/4262.htm>

- Support and work with **staff associations** such as the Police Federation, Superintendents' Association, Chief Police Officers' Staff Association (CPOSA) and trade unions such as UNISON and Public and Commercial Services Union (PCS) to help us achieve our vision.
- Continue to support the **Diversity Staff Support Associations** (DSSAs) and the work they do particularly towards effecting cultural change which supports our vision. A review of the national DSSAs will look at the most effective way of establishing what arrangements should be put in place to support them and what benefits this will bring to their members, the police service and partners.
- Active **talent management** in areas where representation of diverse groups is of concern. These areas include the very low numbers of ethnic minority officers and staff applying and qualifying for promotion to chief officer level; the relatively low numbers of women seeking and obtaining promotion; and the low numbers of ethnic minority officers in specialist roles.
- Application to the police service of the provision of the proposed new **Equality Bill**, subject to its passage into law by Parliament. The proposed Bill will support our vision of a police service that has the trust and confidence of all communities and a service that reflects the communities it serves. In working on the Bill with the Government Equalities Office, consideration will need to be given to modifications to the detailed form of the provisions in order to take account of the status of police officers as officeholders. It will also be necessary to review whether exceptions which exist for the police service in current equality legislation continue to be needed. Following its passage into law, the NPIA would support authorities and forces in the practical implementation of the new legislation.

Meanwhile, the Government will also look with interest at work ACPO is undertaking to explore the possibility of the police service using the Genuine Occupational Requirement provisions of existing equalities legislation where that would assist in providing policing all communities<sup>29</sup>.

4.22 The equality standards will provide a basic framework for all forces and authorities to gain the trust and confidence of all communities and to deliver a service that reflects the communities it serves. The standards will address issues relating to age, disability, gender, race, gender reassignment, religion or belief and sexual orientation. The Government would be grateful for views on whether the equality standards should include the introduction of local targets relating to race and gender (for example, and depending on local circumstances, measures might relate to overall representation, recruitment, retention and progression, or to representation in specialist posts). Shifting from national target-setting, these targets would be agreed locally by police authorities and forces in consultation with communities. This local approach would provide more local ownership and help reflect the needs of local diverse communities.

4.23 The Government has been looking at talent management with NPIA and the ACPO Progression Group in connection with the Leadership Strategy work, which will include:

- An extension of the National Senior Careers Advisory Service (NSCAS)<sup>30</sup>. The extension will go beyond its current remit of providing support to black and minority ethnic officers and staff at Chief Inspector level and police staff equivalent, with further consideration in the future of including those at Inspector rank.
- The development of a mentoring scheme for black and minority ethnic superintendents and staff.

<sup>29</sup> The Genuine Occupational Requirement provisions make it lawful for an employer to select in favour of someone of a particular race or ethnic or national origins where this is a genuine or determining occupational requirement for the post concerned, and where it is a proportionate and reasonable step in the context of the employer's needs.

<sup>30</sup> Originally designed to support ACPO and senior officers and staff operating at Superintendent level, followed by a positive action initiative specifically for women and minority officers at Superintendent level with the aim of encouraging them to apply for the service.

- Development and implementation of a talent management strategy with pays particular attention to ensuring that women and minority ethnic colleagues have the right opportunities and are progressing at the expected rate. This also supports the chief officer appointments work set out in Chapter 3.
- The development of a positive action leadership programme for Chief Inspector, Superintendent and police staff equivalent. This programme will have a particular focus on women and minority ethnic officers and staff.

4.24 The Government would be grateful for initial views on this outline of a three-year equality, diversity and human rights strategy for the police service.

### DEPLOYMENT TO MATCH DEMAND

4.25 80% of police resources are spent on the workforce. So, building better business management skills needs to focus in particular on management of the workforce. The Efficiency and Productivity Strategy for the police service has identified improved matching of deployment to demand as being an area for particular work. We know that a number of forces have shown that more effective deployment of officers and staff in line with demand can result in improvements to service. We can see increased numbers of incidents attended and improvement to the speed of the response amongst some of the benefits identified. So providing the best possible service to the public, means doing as much as possible to ensure that the workforce is deployed in a way closely aligned to the demand for policing services.

4.26 Reviewing the deployment of the workforce compared with demand will therefore be an important element in the 2010 HMIC inspection of workforce. For example, in most areas we need relatively more response officers on duty on Friday and Saturday nights in order to match the level of incidents at that time of the week as compared with others. There are also other policing areas where it

is important to match demand patterns, such as the Criminal Investigation Department (CID), drugs, traffic or robbery squads, in order to ensure these resources are also available when they are most needed.

4.27 This is challenging but important work. The Government believes that best practice in the service has shown that it is important that:

- Force managers see decisions on getting the right people in the right place at the right time as being at the heart of their role.
- All forces ensure their managers are well-trained in this aspect of business management. Following the tripartite Leadership Strategy, business management skills – including the management of deployment – will be part of training for all supervisors and managers.
- Forces make use of Home Office/NPIA support already available to ensure that resources are rostered to meet peaks in demand in 24/7 response and other roles (e.g. custody, control rooms, CID).
- Police authorities should hold their forces to account for this as a key part of their role of ensuring the delivery of an efficient and effective service to the public.

4.28 The HMIC workforce inspection will hold authorities and forces to account for being able to demonstrate a good understanding of their supply and demand profiles and to demonstrate that this has been reflected in their deployment decisions. This is in line with Sir Ronnie Flanagan's independent *Review of Policing* recommendation for HMIC to use deployment information as part of their inspections.

## WORKFORCE MIX

- 4.29 Chief officers should exercise their professional judgement to determine the workforce mix of officers and staff which will deliver the best service to the public. Police authorities should set out the needs of their area and provide proper scrutiny and oversight.
- 4.30 The best service for the public will arise if forces get the right mix of police officers and operational staff at the frontline. They should ensure the numbers of officers in administrative or back-office roles are kept as low as possible, and getting the best workforce mix will include considering how best to use administrative staff in support of the frontline.
- 4.31 Getting the right balance, of course, includes making proportionate and evidenced risk-assessed judgements about resilience, recalling that Sir Ronnie Flanagan's independent *Review of Policing* sent a very clear message to the service about avoiding excessive risk aversion. Judgements about resilience need to be made in the wider context of providing the best possible service to the public. There is likely to be no one right answer.
- 4.32 The challenge to authorities and forces is therefore to consider in their planning what mix of officers and staff will provide the highest quality of service, and to follow through on their conclusions. The previous workforce modernisation pilot evidence and on-going learning from the NPIA demonstration sites can provide some clear pointers to what authorities and forces should explore. However, there is probably not a single best answer, so responsibility for deciding on that must rest at authority and force level. The role of the national framework is to ensure that this issue is grasped and that the choices are made on the basis of providing the best public service.

## ACPO/HOME OFFICE WORKFORCE MODERNISATION PILOTS 2002-04

The ten Home Office pilots showed the impact of change on performance, cost, stakeholders and customers in a number of forces. Examples include Dyfed-Powys Police, who embarked on a major review of the way it managed custody suites. As a result of the re-organisation police officers spent 25% less time on custody activities than before, meaning that they can spend more time on the issues that matter to their local neighbourhoods. They also made a saving of almost £266k per annum.

Reconfiguration of investigation teams to include police staff Investigating Officers (IOs) contributed to improvements in quality of service. For example in Wiltshire Constabulary police staff IOs were able respond to calls from the public and contribute to improvements in the quality of statement taking. Similarly detection rates across Surrey Police increased following the introduction of police staff investigation officers and reconfigured teams. Surrey also estimated significant cost-savings of £600k per annum, including a £91k (8%) saving on salary costs.<sup>31</sup>

<sup>31</sup> Home Office (2006) *Police Workforce Modernisation: Impact assessment of changes to workforce mix.*  
[http://police.homeoffice.gov.uk/publications/human-resources/2006-09-27\\_Accenture\\_WFM\\_Re1.pdf](http://police.homeoffice.gov.uk/publications/human-resources/2006-09-27_Accenture_WFM_Re1.pdf)

4.33 The NPIA national workforce modernisation programme builds on earlier pilot work to look at leading edge workforce modernisation. Beyond changing the workforce mix, the programme aims to demonstrate the benefits of modernised working practices in terms of cost, efficiency and service delivery across ten demonstration sites. The sites are being independently evaluated, with reports presented at regular intervals to ensure that early results can be shared with the rest of the service, as Sir Ronnie Flanagan recommended in his independent *Review of Policing*, before a final report is published in 2009.

4.34 Alongside this, many forces have been identifying roles that can be done by police staff, thereby releasing police officers to the frontline.

#### USE OF POLICE STAFF

The proportion of the call-centre workforce who are police officers ranges from none in one force to over 50 per cent in another. In the scenes of crime function, in a quarter of forces over 20 per cent of the roles are still filled by police officers, while almost half of forces have staffed this entirely with police staff. Most forces employ a majority of police staff in their corporate development functions – but some fill as much as 60% of these posts with police officers.

4.35 Looking ahead, the NPIA will:

- Continue to pursue workforce modernisation through the demonstrator, and associate demonstrator, sites.
- Provide all authorities and forces with the evidence on the range of officer: staff ratios across forces as a whole, and within particular functions. For example, in CID, control room (call-handlers), corporate development, scene of crime and training.
- Help police authorities and forces to make use of existing evidence and tools to help them identify the best workforce mix and to learn

from each other to ensure they deliver the best possible service to the public.

4.36 The 2010 HMIC workforce inspection will hold police authorities and forces to account for their planning and progress towards the best workforce mix to provide that highest quality of service.

#### CONSULTATION QUESTIONS

The Government would be grateful for initial views on its outline three-year equality, diversity and human rights strategy for the police service.

The Government would be grateful for views on what impact (positive, negative or none) will the Green Paper proposals have on communities, police officers and staff from diverse backgrounds. This will inform further development of the Equality Impact Assessment for the Green Paper.







## Strategic role for government

### Chapter 5: Co-ordinating change in policing

*The public want the police to have the **freedom to deliver locally**, and for the Government to **support them nationally**. There is a need to establish a clear framework for making **decisions at the right levels** because the current arrangements are less than ideal. The Home Office will take a more **strategic role**, but will help ensure local delivery is effective. This will involve setting **national minimum standards**, providing the national leadership required to deal with strategic challenges, and ensuring value for money is delivered. A new model for decision-making, based on clear principles, will clarify when it is right for decisions to be made at the national, regional and local level, with a stronger role for the **National Policing Board (NPB)** in shaping decisions.*

- 5.1 The direction of travel described in the previous chapters – to reduce bureaucracy, improve responsiveness and improve leadership and development – is key to maintaining and developing confidence in policing in this country. To be a success, it will need clear and coordinated leadership from the main players at all levels of policing – from the front line, at force level, in regional partnerships and at the level of national government and national leadership bodies. As the experience of neighbourhood policing demonstrates, these bodies can be a powerful coalition to deliver change when their efforts are aligned.
- 5.2 In recent years there have been significant changes in the way leadership is exercised at national level in policing:
  - The creation of the **National Policing Improvement Agency (NPIA)** has created for the first time an integrated body, tripartite and police owned and led, which can support

change and improvement across the service and deliver common services for policing. It has taken on many of the support functions previously performed in the Home Office, allowing the Home Office to focus on strategic direction, funding and policy.

- The **Association of Chief Police Officers (ACPO)** continues to develop its leadership role for the service nationally, with a full time President since 2003 and the majority of chief officers playing significant national roles in leading change programmes across England and Wales.
- The **Association of Police Authorities (APA)** represents the views of police authorities throughout England and Wales and has played an increasingly pivotal role nationally, on areas such as pay, counter-terrorism and workforce reform.
- The **Serious Organised Crime Agency (SOCA)**, set up in April 2006, has brought a new approach to tackling organised crime in the UK. As well as preventing and detecting crime it has the function of contributing to the reduction of such crime and the mitigation of the harm it causes. It is working closely with law enforcement and other partners to make the UK a more difficult place for organised criminals to operate.
- **Her Majesty's Inspectorate of Constabulary (HMIC)** has played an increasingly key role in developing policing, adapting its inspection approach to a more risk based framework, and playing a major role of challenge and development in the work to develop protective services, and counter-terrorism capacity. In addition of course, the personal leadership of Sir Ronnie Flanagan, in the independent *Review of Policing* underpins many of the ideas in this Green Paper.
- HMIC's work in inspection, and the NPIA's in driving long term improvement programmes, has been complemented by the work of the Policing and Crime Standards Directorate in

the **Home Office**, which currently oversees progress against PSA objectives and coordinates support and intervention for forces and partnerships experiencing difficulties

- 5.3 All these bodies are represented on the NPB, which has now been developed as the main national forum for tripartite discussions on policing, allowing structured discussions on key strategic issues, and providing governance to joint work conducted at lower levels. This has the potential to be a powerful leadership coalition and to help drive and support performance and capacity improvement throughout policing in England and Wales.
- 5.4 In order for the NPB's support to be well-targeted, it believes that a new approach to decision-making is needed based on an agreed set of principles. We propose that these principles form the 'rules for engagement' which help determine when it is right for decisions to be taken nationally, encouraged regionally, or devolved locally. Such an approach enables us to respond flexibly to changing circumstances and demands, for example when a local problem starts to have national consequences.
- 5.5 Decisions need to be taken at the right level. A primary consideration is whether **operational benefit** and **cost-effectiveness** are maximised at that level. The decision-making level should be **proportionate** to the scale of the problem, and (as Sir Ronnie Flanagan's independent *Review of Policing* emphasised) enable **risk** to be managed effectively. Those responsible for a decision should have the right **skills and resources** to deliver and to innovate, and should be **accountable** for their decisions. There should be sufficient **resilience and flexibility** to meet changing demands and to ensure a **consistent and high-quality** approach is in place.
- 5.6 We want to use this Green Paper to consult on the application of these principles, and to start identifying decisions that should be taken at each level and who would be best placed to take them. In the Green Paper we have already identified strong candidates at each level:

- At the **local** level, forces should be responsible for agreeing the neighbourhood element of the Policing Pledge because they are closest to the communities they serve and it will lead to more responsive, personalised policing services. Local forces and their partners should also be responsible for agreeing which crimes and other local problems to target without assuming that one size, set by the centre, fits all. Local forces should be responsible for setting their workforce mix, although the centre should provide them with information to help them understand best practice.
  - At the **regional** level, there is now a substantial body of experience, although further co-ordination and collaboration is required to deliver effective corporate and protective services if we are to improve efficiency and help build forces' capacity and capability to deliver. We are building on the regional collaboration that is already providing improvements around the country, such as the Regional Intelligence Units (RIUs), Regional Tasking and Coordination Groups (RTCGs), Regional Asset Recovery Teams (RARTs) and Counter-Terrorism Intelligence Units (CTIUs). We will also want to learn from those areas that have built up regional operational teams to tackle serious organised crime such as Tarian in Wales and the East Midlands Special Operations Unit (EMSOU).
  - At the **national** level, operational co-operation arrangements are well established, with counter-terrorism being a prime example of a case where multiple forces work in tandem to protect the country and prosecute terrorists. But there is more scope to develop a strategic perspective on other issues, such as procurement, where a continuing focus at the local level means that forces are failing to benefit from economies of scale and efficiency gains. There would be scope to reap these benefits if they were organised at a more strategic level. The same is true of Information Technology (IT), where national agreement of the operational needs of the service as a whole should result in enhanced communication between forces and significant cost reductions. Other examples where action is needed at national level include the development and appointment of senior police leaders (see chapter three) – since the labour market is a national one.
- 5.7 The NPB is committed to providing the national leadership needed to find and drive forward national and regional solutions to these major problems. There is growing acceptance that, where there is a strong case for doing so, central mandation will be required to ensure the most effective solutions are adopted in full, particularly in those areas where progress with implementation has been slow in the past. For example, on protective services we will be considering progress against the 2009 and 2011 improvement objectives and HMIC's 2009 inspection in this area. We will then consider where there is a clear operational and business imperative for decisions and processes to be undertaken jointly at particular levels and in a consistent manner. **IT and procurement are other examples where strong national direction should be given to drive joining-up.**
- 5.8 It is through the NPB that we intend to gauge whether there is agreement among stakeholders on the best way ahead in those critical, high-risk areas of policing that have been flagged. Where there is a consensus among NPB members, supported by a strong evidence base, on both the nature of the problem and how it can be solved, they are committed to taking collective action. Where necessary, this would mean using the powers already available to the Home Secretary to back-up that consensus.
- 5.9 It is unrealistic to expect there will always be agreement among stakeholders on the best way ahead. Indeed, members of the tripartite have an important role to play in challenging decisions and holding each other to account for their actions. However, in those situations where a consensus cannot be reached but where there remains a compelling case on what would be effective, we are prepared to take robust and direct action to ensure the problem is addressed.

5.10 While the Government's preferred approach would be to encourage activity on the ground and provide the right incentives to do so, there may be occasions when implementation may not progress as rapidly as we would like. In these instances, we would be prepared to be more prescriptive in our approach, and use the powers introduced in the *Police Reform Act 2002* to specify the practices or the equipment to be used by the police in order to ensure the public receives the improvements they deserve.

5.11 The next two chapters set out in more detail how the Government plans for different players at national, regional and local level to work together in two important fields – collaboration between forces in chapter six, and performance management in chapter seven.



*Courtesy of Northamptonshire Police and Northampton Borough Council.*

### CONSULTATION QUESTIONS

- Are our proposals for strengthening the National Policing Board and encouraging collective action on the small number of issues that demand national attention right?
- Using the principles we have outlined, what issues should be decided at the national, regional and local level, and who should have responsibility for taking those decisions?
- In what areas of policing should we give greater freedoms to frontline practitioners to enable them to deliver on local priorities and on seriousness in the most effective and efficient way?

## Chapter 6: Reinforcing collaboration between forces

*To tackle **serious crime and terrorism**, and to ensure that forces are as efficient as possible, we will support Chief Constables, police forces and police authorities to work in the interests of regions and the country. We expect forces to continue to **collaborate to achieve this** and we will be reviewing the legal and governance frameworks to ensure this is facilitated. In developing and applying a new decision-making model, we will consider **requiring collaboration** for those police functions where there is an operational and business imperative for decisions to be taken jointly at particular levels and in a consistent manner. Close collaboration across a range of business areas will be encouraged as an important first step for those exploring the possibility of voluntary merger.*

- 6.1 Tackling some of the most serious crimes requires forces to draw on the necessary resources and expertise and have and share the necessary information. The drivers for these requirements were strongly set out first in Bichard<sup>32</sup> and in Her Majesty's Inspectorate of Constabulary (HMIC's) *Closing the Gap* report in 2005. Faced with a more sophisticated and enterprising criminal threat, the police service was deemed not to possess all the necessary proactive or reactive capability and capacity to meet the challenge. One of the options explored at the time was the creation of new strategic forces that would have greater capacity and capability.
- 6.2 After consulting with the police service and police authorities and exploring some of the issues they raised, particularly to do with funding and precept equalisation, we decided to seek alternative approaches to addressing these problems. Forces and police authorities told us that similar benefits

could be achieved through collaboration rather than merging. To that end the tri-partite **Protective Services<sup>33</sup> Improvement Programme** has been taken forward, with collaboration and increased coordination at its heart. Forces and police authorities are expected to have made significant improvements in protective services by 2009 in high need areas and 2011 in all other areas.

- 6.3 Led by the Association of Chief Police Officers (ACPO) and HMIC, we have made good progress in developing a risk and gap analysis approach around protective services. ACPO have developed minimum standards for protective services which will be supported with an assisted implementation framework which is being developed by the National Policing Improvement Agency (NPIA). HMIC will be reviewing progress and undertaking thematic inspections to determine whether forces have made the necessary improvements. We have also embedded the focus on protective services in the new Assessments of Policing and Community Safety (APACS) performance framework as well as in policing plans.
- 6.4 We are clear that everybody needs to be committed to following a collaborative approach in order to make the necessary improvements by 2009 and 2011 and to that end we have placed a statutory duty to collaborate on police authorities. To assist forces and authorities to take forward successful collaborative initiatives we are providing support to 13 collaboration demonstrator sites, involving 31 police force areas, to share good practice and disseminate lessons learnt to the service. The new performance management processes outlined in Chapter 7 will provide support and challenge to forces where a particular protective service is not being adequately provided (individually or through collaboration) and/or improvements in protective services are unacceptable.

<sup>32</sup> Bichard, Sir Michael (2004) *The Bichard Inquiry Report*. HC 653. London: The Stationery Office. <http://www.bichardinquiry.org.uk/10663/report.pdf>

<sup>33</sup> Protective services include counter-terrorism and extremism, serious organised and cross-border crime, civil contingencies and emergency planning, critical incident management, major crime (requiring the appointment of a senior investigating officer), public order, strategic roads policing and protecting vulnerable people.

## KEY COLLABORATION ACTIVITY

Protective Services Programme Demonstrators

- D1 Joint Firearms Unit
- D2 Regional Undercover Unit
- D3 Regional Mobilisation Programme
- D4 Level 2 Cross-Border Crime Team
- D5 Witness Protection Project
- D6 Specialist Operational Capacity and Capability
- D7 Regional Intelligence Project
- D8 Major Crime Collaboration
- D9 Public Protection Project
- D10 Major Crime and Serious Organised and Cross Border Crime Team
- D11 Shared Services Programme
- D12 Project Forefront
- D13 Close Collaboration Programme

- RIU Regional Intelligence Units
- E East Midlands Special Operations Unit
- T Tarian+ All-Wales Regional Task Force
- R Regional Asset Recovery Teams
- Region hosting a Counter Terrorism Unit
- Region hosting a Counter Terrorism Intelligence Unit



- 6.5 This work continues to be supported by existing collaborations such as the Regional Intelligence Units (RIUs) set up in each region to analyse, assess and develop information and intelligence held by police forces and other law enforcement agencies on serious organised crime. The Regional Asset Recovery Teams established in January 2004 continue to pool expertise and resource to recover criminal assets, with confiscation and cash forfeiture orders totalling over £104m obtained up to December 2007. Joint units such as Tarian in Wales and the East Midlands Special Operations Unit (EMSOU) continue to provide valuable serious and organised crime operational capability.
- 6.6 The creation of new national structures such as the Serious and Organised Crime Agency (SOCA), the Independent Safeguarding Authority (ISA) and the NPIA are also adding significant value by taking forward key national initiatives (such as IMPACT, the programme of work being taken forward by the NPIA to improve the ability of the police service to manage and share information). Much of this has only been possible because of the leadership and drive shown by key partners, especially ACPO. In the event of any incident where demand exceeds the capacity of a force or agency, ACPO may deploy the Police National Information and Coordination Centre (PNICC) for the effective management of information and the deployment of operational support as needed. In respect of counter-terrorism policing specifically, an integrated and national operation network is being developed which includes, collectively, the Counter Terrorism Units (CTUs) and Counter Terrorist Intelligence Units (CTIUs) and the Metropolitan Police Service's Counter Terrorism Command, and which works in collaboration with the Security Service. This network brings Counter-Terrorism intelligence analysis and development functions together with investigations and operational activity, and can also be deployed flexibly as required.

#### CASE STUDY – TARIAN

In 2002 and in response to an increase in the availability of heroin and crack cocaine, an associated high number of drug-related deaths of young people and an increase in the infiltration of external organised crime groups linked to drug trafficking and violence, the Chief Constables in Wales adopted a joint position and established 'Operation Tarian'

Tarian provided Wales with an enforcement capability to target cross-border drug trafficking. In January 2004 the Regional Asset Recovery Team (RART) was co-located with Tarian along with the Regional Intelligence Cell, Special Branch and SOCA. In April 2006 the Regional Intelligence Unit (RIU) also joined Tarian to create Tarian+. These units are all co-located and have embedded staff from other agencies that include British Transport Police (BTP), Trading Standards, Her Majesty's Revenue and Customs (HMRC), Crown Prosecution Service (CPS) and Her Majesty's Court Service. All these units are coordinated by a Detective Superintendent who reports to a multi-agency tasking forum chaired by an Assistant Chief Constable. Through multi-agency tasking and coordinating the most impactful crime groups are targeted in a co-ordinated approach to maximize disruption and reduce harm.

The collaboration of the Welsh forces in tackling serious and cross border crime has achieved significant results. Operation Washer, a nationwide operation, engaged 24 police forces in the investigation of one organised crime group involved in the theft and resale of high value vehicles and the large scale laundering of the proceeds. It resulted in the seizure of £760,000 cash, assets valued at approximately £1.2million and the sentencing of the crime group to 20 years imprisonment. During 2007/08 Tarian+ has achieved a 100% increase in the seizure of heroin, a 30% increase in cash seizures, and a significant increase in understanding the threat posed by serious and organised crime.

### CASE STUDY – BEDFORDSHIRE AND HERTFORDSHIRE MAJOR CRIME UNIT & COLLABORATION PROGRAMME DEMONSTRATION SITE

In November 2007 the Bedfordshire Major Incident Team and the Hertfordshire Major Crime Task Force were brought together at a single co-located Hertfordshire site as the Bedfordshire and Hertfordshire Major Crime Unit. This collaborative effort brings together 145 staff and a combined £9M budget to investigate major crime across the two counties. The inception of the unit was supported by funding from the Home Office Protective Services Demonstrator Site grant.

The combined capability provides a professional and dedicated focus on major crime that protects against the abstraction of detectives from territorial Basic Command Units (BCU), provides much greater resilience to mitigate against the peaks and troughs of demand, allows the sharing of good practice across the two forces and facilitates greater compliance with the ACPO Minimum Standards on Major Crime. The governance structure allows for ACPO led operational oversight and police authority scrutiny and accountability through an agreed governance framework. This ensures that the predicted cashable and operational efficiencies are fully realised.

Having achieved the greater effectiveness from collaborating on the Major Crime functions, the Chief Constables and police authorities of both forces have agreed the creation of a co-located team to develop proposals for further collaborative work in a wide range of functional areas.

is delivered in the 21<sup>st</sup> Century. Policing will be enhanced by a wide spectrum of collaborative working from close collaboration across a wide range of business areas, with a view to exploring the possibility of voluntary merger, to more selective collaboration where forces benefit from delivering a particular policing function jointly. Our job is to facilitate and support forces and authorities in this work.

- 6.7 Effective collaboration is at the heart of managing risk and minimising threat. We have made good progress, as the map on page 70 demonstrates, but more can be done to facilitate further progress. Our **vision** is for collaborative solutions to be undertaken as part of mainstream policing, complementing and adding value to national and local structures, forming a key part of how policing
- 6.8 The legislative framework that currently supports collaboration has served as a valuable platform on which to build some innovative and bold collaborative ventures. It could continue to do so, however, we are committed to providing the necessary levers and incentives to ensure that collaboration is an integral and seamless part of policing and to that end we want to achieve absolute **clarity in the governance and legal framework that underpins joint-working**. We will be exploring what options exist to bring forward new legislation with this objective in mind. We will also continue to seek opportunities to **reward and recognise collaboration**.
- 6.9 As part of the work on decision-making and the protective services inspection work being undertaken by HMIC, we will consider **requiring collaboration** for protective service areas where there is an operational and business imperative for decisions and processes to be taken at particular levels and in a consistent manner. For example, we could propose a minimum level of central decision-making to strengthen the current response to serious and organised crime.
- 6.10 Serious and organised crime covers a wide range of criminal activities including drug trafficking, organised immigration crime and fraud. Because organised criminal networks operate across regional and national boundaries, they pose particular challenges for the police and other law enforcement agencies.
- 6.11 Collaboration in the form of regional and national partnerships between forces, SOCA, Her Majesty's Revenue and Customs (HMRC), ACPO and the

UK Border Agency, would help to overcome barriers to cross-agency working and provide the opportunity to pool specialist resources (for example RIUs, Regional Asset Recovery Teams and covert surveillance). Strong leadership, governance and legal frameworks would need to be developed to service these changes.

### ASSET RECOVERY

The *Proceeds of Crime Act* has given the police a wide range of powers to tackle criminal assets and improve public confidence. We have been working closely with forces to see how these powers can be updated and strengthened. We recently acted to reduce the threshold for cash seizures from £5k to £1k, leading to a huge increase in the number of such seizures. Following extensive consultation with police and other law enforcement in the *Asset Recovery Action Plan*<sup>34</sup>, we aim to legislate on a whole range of areas, including giving officers the power to seize high value goods on arrest to stop criminals being able to dissipate them before they get to court. The current array of powers is being used to ever increasing effect by the police.

6.12 The events of 7/7 and subsequently the London and Glasgow attacks of summer 2007 demonstrate that the threat of terrorism is not just external but can come from within. Aside from the potential harm such threats pose, they also cause damaging divisions in our communities. This requires both the public and all those in the police to work together to play their part. Under ACPO's national leadership, the development of an integrated national structure to support counter-terrorism policing is well advanced with counter-terrorism policing capability deployed at national, regional and force levels to better meet the challenges we face from terrorism. This is already enabling greater force collaboration and information sharing on counter-terrorism issues underpinned by national tasking and coordination processes in partnership with the security service to ensure the effective

deployment of resources to meet current and future demands.

- 6.13 Collaboration and coordination is central to protecting the most vulnerable in society. We have taken important steps to improve the protection of children and adults through establishing the Independent Safeguarding Authority (ISA) and are working to develop new and more effective vetting and barring capability.
- 6.14 At the national and international level, increasing globalisation brings new opportunities but also new challenges and threats. From drug and people trafficking to organised crime to terrorism, effective policing of our borders is the most effective way to prevent these problems before they reach our local streets. This complements the approach being taken in our neighbourhoods. The police have an important role in local enforcement, linked to our broader intelligence efforts, to protect communities and – through multi-agency initiatives like Street Level Up – to target organised criminals from street to source. The police are also crucial in enhancing public confidence by, for example, reducing the perception of drug use and dealing, using national and local communication campaigns to demonstrate successes (e.g. National Tackling Drugs Week).
- 6.15 Collaboration internationally is critical, from information sharing with international partners to international police assistance. The police assistance we provide internationally highlights the high regard in which the UK police service is held. Significantly promoting security and helping tackle crime abroad, often at source, whether terrorism, drug or people trafficking, contributes to ensuring safer neighbourhoods here. We need the commitment of forces and police authorities to do this **and propose a new International Police Assistance Board to help coordinate and focus activity where it is most in the interests of the UK.**

<sup>34</sup> Home Office (2007) *Asset Recovery Action Plan: A Consultation Document*. London: Home Office.  
<http://www.homeoffice.gov.uk/documents/cons-2007-asset-recovery/asset-recovery-consultation.pdf?view=Binary>

### CASE STUDY – STREET LEVEL UP

The pilot phase of the Street Level Up Approach (SLUA) ran for a year from August 2004. The aim was to test how multi-agency working can build a comprehensive picture of a local drug market, which can inform enforcement agencies' decisions on where intervention would be most effective in dismantling and disrupting the supply chain.

The second phase is now being implemented, with SLUA being rolled out across a number of police forces. It will have a sustained impact on the drug trade and drug-related offending and on the harm caused to communities by:

- Gathering evidence to support the disruption and eradication of criminal businesses at all levels of the supply chain;
- Providing information on the links between drugs and crime;
- Using innovative tactics, such as financial investigations and asset recovery;
- Mainstreaming SLUA principles into day-to-day policing; and
- Identifying and sharing good practice across all forces, to maximise outcomes.

police specific, such as marked vehicles, forensic science services and uniforms, or of the kind that all organisations require, such as stationery. Better value is likely to be obtained by collaborative purchase with other forces and authorities for police specific items, or with partners from the wider public sector for more common items.

### WORKING TOGETHER: PROCUREMENT AND SHARED SERVICES

6.16 Alongside the operational delivery measures set out in our *Efficiency and Productivity Strategy*<sup>35</sup> and the work of the NPIAs Information Technology (IT) review, it is critical that all forces and police authorities maximise the opportunities to collaborate with one another and with wider local authority services to increase productivity and ensure officers and staff are focused on providing the best value for taxpayers' money.

6.17 It is efficient neither for suppliers nor for the service for there to be multiple contracting by different forces for very similar items; whether

6.18 The purchase of vehicles already benefits from a national framework contract and a number of forces have collaborated in the procurement of forensic services. Many forces and authorities participate in wider local authority purchasing arrangements for common items and, for example, over £70m of police building work in London and the southeast is being commissioned through the local government regional centre of excellence procurement frameworks.

6.19 However, there is scope to go further; both to enhance the take-up of existing collaborative contracts, and to extend the range of collaboration. In previous work that it has done on a procurement strategy, ACPO records its commitment to a collaborative approach. We expect that procurement is one of the areas which police authorities will consider carrying out their function to ensure that arrangements are made for their police forces to cooperate with other police forces in the interests of efficiency or effectiveness.

6.20 Increasingly, in line with the discussion of decision-making in Chapter 8, we expect police authorities and Chief Constables to consider whether procurement decisions should be made locally (collaborating with local partners), regionally or nationally, depending on the nature of the market. They will be helped to do this by better management information about overall police service expenditure on goods and services. Work that ACPO has recently completed, with the support of NPIA funding, on procurement spend analysis should significantly improve that information base.

<sup>35</sup> Home Office, APA, and ACPO (2008) *Efficiency and Productivity Strategy for the Police Service: 2008-11*. London: Home Office. <http://police.homeoffice.gov.uk/publications/human-resources/efficiency-productivity-strategy?view=Binary>

6.21 As in the case of procurement, the provision of corporate services should be one of the areas in which police authorities consider the scope for co-operation between forces. An initial group of pioneer forces has worked together to develop a national shared services business case, as a basis for informed choice by the service about investment to deliver efficiency and productivity increases. Comparison and benchmarking with other forces and organisations to identify scope for improvement, together with a structured approach to process change (of the kind that QUEST has been applying to operational processes) can deliver significant efficiency and productivity increases within existing structures.

## COLLABORATION AT THE BORDER

6.22 On 14 November 2007, the Prime Minister announced a wide range of measures to counter terrorism, increase the resilience of communities to resist extremism and to strengthen our borders. This included the creation of the UK Border Agency in April 2008 bringing together the work of the Border and Immigration Agency, UK Visas and HMRC, to strengthen UK border security while welcoming legitimate travellers and trade. UK Border Agency has 25,000 staff in 135 countries.

6.23 The measures were designed to address the recommendations of the 2007 Cabinet Office Review *Security in a Global Hub*<sup>36</sup>. The Review called for the implementation of a unified passport and customs checkpoint and identified a number of issues around policing the borders. However, it found that more work was needed on determining the best use of police resource in this area.

6.24 There are currently three main policing functions at ports:

- **Special Branch** – responsible for national security and counter-terrorism matters (information and intelligence gathering), supporting the work of the security and intelligence agencies;

- **protective security** – providing policing to secure the port infrastructure; and
- **general policing** – dealing with crime and disorder.

6.25 Eight seaports in England (and two in Northern Ireland) have their own independent police forces although the numbers of officers overall are small. Their activities are generally more focused on securing port infrastructure and general policing but they collaborate closely with the police forces in England and the Police Service of Northern Ireland (PSNI) on a wide range of matters. The Department for Transport has recently reviewed these independent forces and intends to consult stakeholders on certain aspects of the review shortly.

6.26 The UK Border Agency and the police co-operate closely at ports. The UK Border Agency is the first line of border defence. Checks overseas, including through our watchlists, ensure that individuals and goods which could cause harm to the UK are prevented from travelling here. Individual police forces will often act on an electronic alert, based upon those watchlists against passengers or suspect goods on arrival. The UK Border Agency staff are also trained to watch for unusual behaviour or possessions which may indicate criminal or immigration abuse, and alert police colleagues where required accordingly.

6.27 The UK Border Agency is already proving a considerable success. Working in collaboration with police colleagues, The UK Border Agency has:

- since the start of the year, prevented almost 6,000 illegal migrants from entering Britain at juxtaposed controls;
- seized over £80 million worth of illegal drugs, including almost 200 separate seizures of cocaine and heroin since April 2008;
- seized more than 200 million cigarettes worth more than £6.5 million since April 2008;

<sup>36</sup> Cabinet Office (2007) *Security in Global Hub: Establishing the UK's New Border Arrangements*. London: COI.  
[http://www.cabinetoffice.gov.uk/~/\\_media/assets/www.cabinetoffice.gov.uk/publications/reports/border\\_review%20pdf.ashx](http://www.cabinetoffice.gov.uk/~/_media/assets/www.cabinetoffice.gov.uk/publications/reports/border_review%20pdf.ashx)

- taken off the streets almost 800 dangerous weapons including firearms, stun guns and hundreds of knives since April 2008; and
  - is on track to remove 5,000 foreign criminals in 2008. Already this year we have removed 2,400 foreign prisoners, an increase of 22% compared to the same time last year.
- 6.28 UK Border Agency officers are better equipped than ever to protect the country from illegal immigration and other crime with tough powers to:
- board and search vehicles or planes or trains to search for people or goods;
  - stop and question;
  - detain an individual; and
  - arrest individuals where necessary.
- 6.29 Where needed, the UK Border Agency's front-line staff will be able to support police officers in exercising their powers under the counter terrorism legislation to support the fight against terrorism.
- 6.30 In the first phase of change to implement the new operating model for people and goods, up to 1,000 frontline officers will be cross conferred with both immigration and customs powers by summer 2008. By Christmas 2008 some 1,000 will be equipped with powers to detain and search under the UK Borders Act.
- 6.31 Institutionally, we are also determined to improve the way in which policing activities are coordinated with the UK Borders Agency. A great deal of progress is already being made. A senior police officer, Roger Baker, Chief Constable of Essex Police, has been appointed to the Board to provide clearer coordination with the police service. As the National Coordinator of Ports Policing, on behalf of ACPO, he is closely involved in the planning for the border, and the integration of customs and immigration staff at ports and airports, and has created a new, stronger single point of contact for local police commanders.
- 6.32 In April 2008 we published a high level framework on the UK Border Agency and police co-operation at our ports underpinning the close relationships that already exist but going further especially in the areas of:
- More joint threat assessments and operations, including deploying UK Border Agency staff to the police-run National Ports Analysis Centre (NPAC);
  - Developing joint structures at international, national, regional and local levels;
  - Strengthening intelligence co-operation;
  - Cross-agency training; and
  - More joint support for delivery of the UK Counter Terrorism Strategy (CONTEST).
- 6.33 On the back of this, we are seeking to develop joint police/UK Border Agency threat assessment mechanisms to underpin operational work at the UK border. This joint approach is deliberately designed to be flexible and responsive to changing threats.
- 6.34 Work is underway in Scotland to agree a similar framework.
- 6.35 There are significant investments in technology to both strengthen border security and provide an improved service for the public. In particular, the £1 billion e-Borders programme will transform our border controls. E-borders will check and screen 60% of all passenger journeys into and out of the UK by December 2009 and 95% by December 2010.
- 6.36 The UK Border Agency and police analysts work together in the national e-Borders Centre (e-Boc) to screen, check and risk assess passenger data in advance of travel so that persons of interest to the authorities can be identified prior to their arrival in or departure from the UK. This analysis builds a more accurate picture of risk, develops a better understanding of suspect passengers and, as a consequence, allows us to focus resources on high risk travellers.

6.37 This electronic ring of security around Britain is already providing significant benefit in detecting and tracing persons of interest, especially in terrorism and organised crime, and identifying networks and travel patterns. It has already checked nearly 50 million passenger journeys leading to 25,000 alerts and 2,100 arrests.

6.38 Also notable is the biometric visa programme. Applicants seeking a visa to come to the UK are required to provide their biometric data as part of the visa application process. The biometrics required are ten fingerprints and a digital photograph. To date over 2 million sets of fingerprints have been enrolled, generating over 18,000 matches to data recorded in connection with a previous immigration or asylum matter. Over 2,900 instances of immigration fraud have been identified. Biometric collection provides an additional weapon in fighting crime and terrorism. By December 2008, we will check the fingerprints of all visa applicants against the police fingerprint database to identify if someone has a previous known criminal history or is wanted, including in connection with terrorism.

### NEXT STEPS

6.39 These changes provide the platform for ever closer joint working between the UK Border Agency and policing at the border – a platform which is flexible, responsive to changes in the nature and level of any threats and maximises the opportunities provided by new technology – and we do not propose any further structural changes to the Agency. However, we are open to further consideration of the policing arrangements alongside the UK Border Agency at ports and airports, over and above what is already in train. Initial discussions to take forward the recommendations of the Cabinet Office Review *Security in a Global Hub* have already been held with the police. This Green Paper now seeks formal views on the most appropriate policing structures at the UK border for the future.

6.40 Any change to the current plans will need to take into account the following:

- The UK needs and the public expects a proportionate degree of security and the free flow of people and goods;
- Strong border controls must not be at the expense of legitimate travellers or businesses and government should do what it can to ensure that the disruption is kept to a minimum; and
- The impact and costs of making large scale changes to existing organisations must be properly identified and their implications understood.

6.41 In taking this forward we need to work closely with the Scottish Government and the Association of Chief Police Officers in Scotland (ACPOS). Responsibility for national security is reserved but responsibility for police funding and accountability is devolved to the Scottish Parliament. We will work together to ensure that the border in Scotland remains as safe as the rest of the UK and that our proposals take account of the legitimate role of Scottish Ministers and the Scottish Parliament.

6.42 The particular circumstances of Northern Ireland need to be carefully considered. However, the proposals will be designed to ensure the same level of protection at ports and airports in Northern Ireland as elsewhere in the UK.

6.43 There are a number of different policing models at the UK border which could operate alongside the UK Border Agency at national, regional and ports level. One option, proposed by ACPO, is to create a separate national police border force in England and Wales that would focus on all aspects of security and law enforcement at the borders, under its own Chief Constable. It would operate in parallel with the UK Border Agency at national, regional and ports level. It would incorporate more than 3,000 police officers currently at the borders, covering Special Branch, protective security and general policing. A possible comparison can be

made with the British Transport Police (BTP), although focussed at seaports and airports rather than the internal transport system. A police authority-like scrutiny body would be required. We would need to discuss with the Scottish Executive arrangements for Scotland.

6.44 There could well be a number of variations around that model. Other approaches could include strengthening national and regional co-ordination of Special Branch ports policing whilst leaving operational responsibility with local Chief Constables. This Green Paper invites views on the case for further change to policing arrangements at the border.

#### CONSULTATION QUESTIONS

- What more can be done to build upon present policing arrangements to improve the security of our borders?
- How far should links with local forces and local accountability be preserved? Any border policing agency independent of local forces would require a police authority-like structure to scrutinise its activities.
- What are the operational benefits and risks of creating a national police border force as proposed by ACPO?
- Are there any variations to that national policing model that could offer greater operational benefits than those currently being delivered under the present arrangements?
- What would be the main costs? Proposals for changing present structures would need to be both affordable and cost effective.
- Will structural reform be required? The scope and timing of changes to police structures may be dependent upon new legislation. Some would require constitutional changes to the police service, others just changes to working practices.

# Chapter 7: Improving performance in policing

*The Government and its partners in the police service and police authorities share the goals expressed in the new Public Service Agreements (PSAs) – to tackle crime and terrorism, improve criminal justice and raise confidence. There is a strong foundation of performance to build on in these areas, but also a clear need to carry on and make further progress. This chapter focuses on how performance will be supported and challenged in the future, with less reliance on top down targets than in the past, a greater role for local people and police authorities, a sharper role for the inspectorate, and a more strategic one for the Home Office. The result will be a system where delivery of the Government's PSAs on crime, terrorism, justice, drugs and alcohol will be secured with more local ownership of change, less micro-management and a system that is more strongly focused on public confidence.*

## FOUNDATIONS FOR CHANGE

- 7.1 The last ten years have seen a dramatic transformation in the performance culture of the police service. New tools and powers, new ways of partnership working and new evidence of what works, have been applied across the country. These techniques have been underpinned by targets on crime reduction, increasing use of data, analysis and comparison and support and intervention for the local areas that needed it most.
- 7.2 Crime has fallen steadily since 1995, with a further reduction of 18% achieved in the last four years, **exceeding** the target set in the 2004 Spending Review. At the same time the police and partners have also reversed the decline in the number of offences brought to justice and are comfortably exceeding the target set for the criminal justice system to bring 1.25 million offences to justice in 2007/08.

- 7.3 There have been corresponding improvements in customer satisfaction and public confidence but, as we have discussed in earlier chapters, these have been less striking. The BCS shows a rise of 6 percentage points from 47% in 2003/04 to 53% in 2007/8 in the proportion of people who thought that the police in their area did an excellent or good job. There are small but significant improvements in the majority of the indicators of user satisfaction. Figures published for the first time this week show that nationally 45% of people in England and Wales believe that the police and their partners are dealing with the crime/anti-social behaviour issues that matter locally.
- 7.4 Performance management of police forces and Crime and Disorder Reduction Partnerships (CDRPs) from the Home Office has been one of the key drivers of performance improvement, building in challenge for forces on the basis of the comparison between their performance and that of others. This has been underpinned by annual published performance assessments which draw attention to performance that is poor or merely fair, as well as that which is good or excellent. This system has been led by the Home Office's Police and Crime Standards Directorate (PCSD) (and its precursor the Police Standards Unit), working closely with HMIC, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA). This system has matured over time, with the methods championed at the centre increasingly mirrored at local level in forces. It can and should mature further as other measures in this Green Paper come into effect, including those designed to give the public more information about crime and police activity, and the introduction of direct elections for police authorities.

## STRATEGIC DIRECTION FOR THE FUTURE – OUTCOMES

- 7.5 The strategic direction for the Government for the coming years is set by the PSAs. The police service have important roles to play in a number of them, reflecting their key role in society, but four of the PSAs are particularly central to the mission of the police service:

- Make communities safer, reducing levels of serious violent crimes and serious acquisitive crimes, increasing confidence in local crime reduction agencies, and reducing reoffending (PSA 23).
- Deliver a more effective, transparent and responsive Criminal Justice System (CJS) for victims and the public, increasing public confidence in the fairness of the system and delivering better standards of service for victims and witnesses (PSA 24).
- Reduce the harm caused by alcohol and drugs, improving the level of effective treatment for drug users thereby reducing the harm to communities as a result of associated crime, disorder and anti-social behaviour, and for the first time extending this to focus on alcohol abuse (PSA 25).
- Reduce the risks to the UK and its interests overseas from international terrorism, stopping attacks, mitigating their impacts and tackling violent extremism (PSA 26).

The construction of these PSAs reflects considerable consultation with frontline partners and represents a substantial change from previous targets. Five points deserve particular attention:

- PSAs which had perverse effects and were seen as encouraging police to focus on “easy wins” – e.g. overall offences brought to justice – have been replaced;
- The PSAs overall put a stronger emphasis on prevention, for example through the inclusion of alcohol-related outcomes for the first time;
- All the PSAs depend on and incentivise partnership-working;
- A new PSA has been introduced to drive progress on counter terrorism; and

- There is more space for focus on more serious and violent crime, and for local priorities, tackling the lower level crime and anti-social behaviour that affect each community differently, where success will be measured through progress in improving overall public confidence.

## STRATEGIC DIRECTION FOR THE FUTURE – PERFORMANCE MANAGEMENT

- 7.6 The Government intends to reshape the performance management system for the police service and its partners to reflect the new challenges of the PSAs, and to move to a more self-improving system in keeping with the Government’s broader approach to public service reform.
- 7.7 First, the **Government wishes to move to a system in which the police service is held to account much more at local level:**
- The **Policing Pledge** and the publication of **local information on crime and police activity** (as set out in more detail in Chapter 1) will mean the public are better informed about what level of service they are receiving;
  - The public will be able to use the better information they have about the quality of services, to hold their local police service to account, by being able to **directly elect representatives onto police authorities;** and
  - The Government will work with partners to **raise the capacity and influence of police authorities** to hold forces meaningfully to account. Research done for the APA and Home Office guidance in 2006 suggested that few authorities could say that they met all the hallmarks of effective practice for authorities in performance management (Home Office and APA, June 2006).
- 7.8 The measures to improve police authorities’ capacity and accountability will include:
- introducing **clear guidance on the capacity police authorities** need to do their job;

- improving **training and skills** development for police authority members,
- **removing barriers** (perceived or actual) to exchange of data from police force to authority;
- giving a lead and mandatory role for the police authority (in co-operation with HMIC) in the **Chief Constable's Performance and Development Review (PDR)** process and requiring Chief Constables to consult their police authority on the PDRs for their senior team;
- providing police authorities with a route to **request inspection from Her Majesty's Inspectorate of Constabulary (HMIC)** for their force;
- introducing independent **inspection** of police authorities from April 2009, using provisions in the Criminal Justice and Immigration Act 2008; and
- **regulating to address persistent under-performance by a police authority.** We propose that this could include powers to remove a chief executive, or nominate for a specified period extra members to the police authority to help it improve. The Government will ensure that there is clarity on the processes for the application of these powers and the circumstances in which they might be used.

7.9 Second, the Government will reinforce the focus it has put in recent years on reducing crime and improving criminal justice through strong partnership working:

- At **national level** the Home Office will maintain and strengthen its partnership with other Government Departments which are key to tackling crime, notably with the other Criminal Justice Departments, and the Departments of Health, Children Schools and Families, and Communities and Local Government.

- Through partnerships of this kind the Government will continue to drive key national issues such as the fight against violent crime and anti-social behaviour, prevention work with young people, drugs and problems associated with alcohol, and the drive for a CJS which deserves and inspires confidence from the public.
- Building on the work pioneered by PCSD, the Home Office will continue to support **Crime and Disorder Reduction Partnerships (CDRPs)** and Drug & Alcohol Action Teams (DAATS) to build their capacity as delivery bodies and provide them with the tools to deliver on new priorities. The Office for Criminal Justice Reform (OCJR) will perform the same role for Local Criminal Justice Boards (LCJBs).
- With its partners, and working through Government Offices, the **Home Office** will provide support to ensure that the targets local partnerships have agreed on crime, alcohol and drugs through the LAA process are met, and that any risk to national delivery of the PSAs is identified and addressed.

7.10 Third, **the Home Office will oversee the shift of the overall system for managing performance of police forces to HMIC, which will be strengthened to perform this task.** This responds to requests from HMIC and the police service, and its goal is to achieve continued performance improvement with greater ownership by the service itself, and no need for micro-management by the Government. As part of this change:

- There will be a strengthened, refocused role for HMIC, as a **fierce advocate and more explicit guarantor of the public interest.**

- HMIC will have a more hard-hitting role in **exposing under-performance of police forces and authorities and ensuring that it is tackled, and will be required to report annually on the state of the police service**, its capacity, the outcomes it is achieving together and with partners, and signal clearly the relative performance and efficiency of forces. HMIC will take the lead in making any qualitative assessment of forces' performance.
  - HMIC will agree both its inspection programme and criteria with Government, ensuring that these reflect national priorities. Inspections will be carried out on a risk-based approach, with the poorest performing forces receiving regular inspections, and those doing well receiving far less frequent visits.
  - In future we will expect forces to respond more swiftly and publicly to inspection reports by **publishing detailed action plans**, approved by HMIC, with progress in implementing changes re-visited by HMIC after a set period of time.
  - HMIC will **develop its skills base** to include a stronger mix of professional skills from outside policing and over time a larger proportion of recruits drawn from non-policing backgrounds to ensure it benefits from a wide knowledge of best practice from across the public and private sectors. In addition, HMIC will be expected to ensure that inspectors will not generally inspect forces in which they have a personal interest.
  - We will consider introducing **“Bank of England”** type arrangements where HMIC could be required to issue a public letter if certain key standards or targets are not met, to explain what has happened and what is being done to set it right.
- 7.11 Fourth, in exchange for the higher demands on police authorities and HMIC having a stronger role on performance, and the police service's commitment to the Policing Pledge, the Home Office will scale back its performance management activities with police forces:
- The **Home Office will refocus its role on strategic issues** – securing national delivery of the PSAs, championing the public's interests, ensuring the functioning of the overall system is satisfactory and transparent to the public and Parliament, horizon scanning, and supporting new problem solving approaches such as recent initiatives like Quest and the Tackling Gangs Action Programme and the new Action Plan for tackling knife crime.
  - As part of these changes, **PCSD** will be phased out in its current form, and relevant teams in the Home Office will be reshaped to reflect its changed role in the new system and the transition required throughout the system.
  - The **NPIA**, consistent with its remit for police improvement, will be expected to provide or commission support for forces in responding to HMIC reports and to adjust its business plans to reflect that. The Home Office will retain the expertise in supporting partnership working.
  - The Home Office will **operate through the Local Area Agreement process and not set targets for partnerships outside of that**. Under the new PSA approach, targets for LCJBs are already being set through negotiation in order to provide them with greater local flexibility to respond to their local priorities.
  - The **Office of Security and Counter-Terrorism** will continue to measure, monitor and manage the performance of the police service on counter-terrorism issues, reflecting the stage of development and national character of the counter-terrorist system.
  - The way the Home Office shares information with police forces (iQuanta) will be reshaped to avoid the impression that the relative benchmarks in it represent **implicit targets**.
  - And with one exception the Home Office will neither set nor maintain top-down numerical targets for individual police forces – a significant gesture of trust and reduction of bureaucracy. OCJR will consult with partners

with a view to replacing the remaining top down targets (on asset recovery, enforcement, and the Prolific Young Offender pledge) with a new strategy for successful delivery of these elements of PSA 24.

- The Assessments of Policing and Community Safety (APACS) framework under which comparative assessments of policing performance are published will remain but the Home Office will no longer make graded assessments under this, which have been interpreted by some as de facto targets.
- Furthermore, to ensure that the burden of data collection placed on forces by the centre is minimised, Sir David Normington (Home Office Permanent Secretary) will review the amount of data that is collected from forces with the aim of reducing it by 50%.

### VALUE FOR MONEY POLICING

Over the last decade the police service has seen major increases in funding; resulting in a 25% increase in the overall workforce and a 10% increase in the number of police officers. Following a period of considerable investment the police, along with many other public services, will have to ensure that this additional resource is put to use in the most efficient way.

The police service has already secured considerable achievements in ensuring value for money for this additional resource, comfortably meeting the efficiency targets set for the 2004 Spending Review. In the new world of performance management outlined in this chapter it will be important for forces and police authorities to take even greater local ownership of efficiency.

As chapter 2 describes in more detail, the Efficiency and Productivity Strategy for the Police Service 2008-2011 sets out the vision for how those further gains will be made. Agreed with the Home Office, ACPO and APA, it provides the overall framework within which this important work will be taken forward. This work is increasingly central to the way in which the service delivers, and is a key element of the broader issues covered both in this chapter and throughout this Green Paper.

With more emphasis on local accountability, authorities and forces will now no longer be held centrally to individual efficiency and productivity targets. Instead, police authorities will be expected to agree ambitious local targets and to hold their forces to account for delivering sufficient improvements.

HMIC and the Audit Commission will jointly carry out searching inspections of authorities' and forces' capability to secure better value for money. Each year there will be publication of the cashable savings made, certified by the Audit Commission, and open to national and local scrutiny. Nationally we will continue to promote good practice, including through Operation QUEST, workforce modernisation, and the NPIA's new national IT strategy. The Home Office will retain its statutory powers and HMIC and the Audit Commission will advise the Home Secretary on any cases for statutory intervention.

## CONFIDENCE

- 7.12 Dropping top down targets for police forces will represent a significant reduction of bureaucracy, and is a policy that will have only one important exception. The exception is the critical issue of overall public confidence which is at the heart of this Green Paper, and of the policing pledge.
- 7.13 The Government intends and expects to see a significant improvement in public confidence over the next three years, reflected in the PSA indicator from the British Crime Survey that asks **whether people think that the police and their partners are dealing with the crime and anti-social behaviour issues that matter locally**. To drive and track progress, and evaluate where action is making a difference, the Government therefore intends, this autumn, to set demanding targets on this one measure for all police forces. Based on force level baselines available in October 2008, an improvement will be expected in every force area, and the forces with the lowest levels of public confidence will be expected to make greater improvements than the rest.
- 7.14 This national target will be supplemented by confidence data collected by each individual force at local level. This data will be communicated to the public alongside local data on crime and police activity, and value for money information. Forces and partnerships will be supported in meeting the targets by a new drive on confidence from the Home Office, and by ACPO-led work to implement the policing pledge.
- 7.15 Working with criminal justice partners, the police will also play a key role in improving public confidence in justice, as set out in the *Justice for All PSA*. This PSA is being delivered under a new approach which is set up to allow for greater local flexibility and innovation. Under this approach, targets are not being set nationally. Instead, Local Criminal Justice Boards (LCJBs) (which include police representatives), in discussion with wider local partnerships, are developing and agreeing local plans to meet local priorities.

- 7.16 These changes represent a significant reshaping of responsibilities for performance management. They respond to demands from the service and the HMIC for them to play more of a role. The Home Office will manage this transition carefully, reflecting its overall responsibility for the integrity of the system and for delivering the PSAs. But it expects other partners to start to rise to their responsibilities rapidly and will support them and hold them to account for doing so. Naturally, the Home Office will retain its statutory powers and ability to intervene, but expects the system to work well so that they have to be exercised rarely if at all.

### THE HOME SECRETARY'S STATUTORY POWERS OF INTERVENTION:

The Home Secretary has a number of existing powers – which complement powers held by police authorities – to address performance issues through the removal of chief officers, directions to forces and authorities and through the powers to mandate collaboration or merger. These powers include:

- Requiring a police authority to call upon a Chief Constable (or Metropolitan Police Commissioner or Deputy) to retire or resign.
- Requiring a police authority to suspend a Chief Constable (or Metropolitan Police Commissioner or Deputy) pending removal if it is considered necessary for the maintenance of public confidence in the force in question.
- Mandating collaboration or merger.
- Where a police force or authority is failing to discharge its functions, directing the force or authority to take measures to remedy that failure, including requiring the submission of an action plan to the Home Secretary

- 7.17 In addition (as discussed earlier in this chapter), we will consider introducing further powers to address persistent under-performance (including poor resource management) by a police authority.

## **CONCLUSION: IMPLEMENTING THESE CHANGES**

- 7.18 These are significant and wide ranging changes, which respond directly to the submissions to the Green Paper supplied by ACPO and the APA, as well as to the views of frontline officers and the public given to Sir Ronnie Flanagan and Louise Casey. They will take time and investment from forces, national bodies and the public if they are to be successful.
- 7.19 **The Government will publish further details of plans to implement these changes in the autumn**, including progress towards a Policing and Crime Reduction Bill planned for the next session of Parliament.
- 7.20 The dropping of top-down targets for police forces will be implemented over this summer; the provision of regular local information on crime and policing activity will be nationwide by the end of the year; and discussions are beginning locally on the public's views of the Policing Pledge, which will be introduced by the end of this year.
- 7.21 The Home Office will reshape its capacity to focus on new priorities from the autumn, and will over the same period work with HMIC to strengthen its capacity and role in tandem with the recruitment of a successor to take forward the extraordinary contribution to police reform and public service made by Sir Ronnie Flanagan as Her Majesty's Chief Inspector of Constabulary.
- 7.22 And by 2010, the public will be able to elect the majority of the members of their police authority, completing a very significant set of reforms that will allow each partner in policing to focus on what it does best.





## Chapter 8: Responding to this Green Paper and Next Steps

- 8.1 The Government welcomes comments on the proposals in this Green Paper. The consultation process for this Green Paper will be conducted in accordance with the Government's Code of Practice on Consultation.<sup>38</sup>

### THE SIX CONSULTATION CRITERIA ARE:

1. Consult widely throughout the process, allowing a minimum of 12 weeks for written consultation at least once during the development of the policy.
2. Be clear about what your proposals are, who may be affected, what questions are being asked and the timescale for responses.
3. Ensure that your consultation is clear, concise and widely accessible.
4. Give feedback regarding the responses received and how the consultation process influenced the policy.
5. Monitor your Department's effectiveness at consultation, including the use of a designated consultation co-ordinator.
6. Ensure your consultation follows better regulation best practice, including carrying out a Regulatory Impact Assessment if appropriate.

The full code of practice is available at:  
[www.cabinet-office.gov.uk/regulation/consultation](http://www.cabinet-office.gov.uk/regulation/consultation)

- 8.2 Responses should be made using the consultation response forms, which can be found at:  
<http://police.homeoffice.gsi.gov.uk/police-reform/policegp/>

<sup>38</sup> See <http://bre.berr.gov.uk/regulation/consultation/code/index.asp>

8.3 Completed consultation forms should be sent no later than **Friday 10 October 2008** to the following address:

Electronically:

policinggreenpaper@homeoffice.gsi.gov.uk

By post:

Policing Green Paper Consultation Responses  
Police Reform Unit  
6th Floor, Fry Building  
2 Marsham Street  
London, SW1P 4DF

### CONFIDENTIALITY AND DISCLAIMER

8.4 The information you send us may be passed to colleagues within the Home Office, the Government or related agencies.

8.5 Furthermore, information provided in response to this consultation, including personal information, may be published or disclosed in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 (FOIA), the Data Protection Act 1998 (DPA) and the Environmental Information Regulations 2004).

8.6 If you want the information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence. In view of this, it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but **we cannot give an assurance that confidentiality can be maintained in all circumstances**. An automatic confidentiality disclaimer generated by your Information Technology (IT) system will not, of itself, be regarded as binding on the Department.

8.7 Please ensure that your response is marked clearly if you wish your response and name to be kept confidential. Confidential responses will be included in any statistical summary of numbers of comments and views expressed.

8.8 The Department will process your personal data in accordance with the DPA and, in the majority of circumstances; this will mean that your personal data will not be disclosed to third parties.

### CONSULTATION COORDINATOR

8.9 If you have a complaint or comment about the Home Office's approach to consultation you should contact the Home Office Consultation Co-ordinator, Nigel Lawrence.

**Please DO NOT send your response to this consultation to Nigel Lawrence.**

8.10 The Co-ordinator works to promote best practice standards set by the Cabinet Office, advises policy teams on how to conduct consultations and investigates complaints made against the Home Office. He does not process your response to this consultation.

8.11 The Co-ordinator can be emailed at:  
nigel.lawrence@homeoffice.gsi.gov.uk

or written to at:

Nigel Lawrence, Consultation Co-ordinator  
Home Office  
Performance and Delivery Unit  
3rd Floor Seacole  
2 Marsham Street  
London  
SW1P 4DF

8.12 An Equality Impact Assessment (EIA) of the Green Paper proposals is ongoing and, as a first stage, initial consultations through feedback reports have taken place with various internal stakeholders by the Police Equality and Diversity Policy Team in the Home Office's Police Productivity Unit. The exercise has been constructive and informative, and also provided an opportunity – through

consultation – to increase the awareness of equality and fairness issues surrounding the Green Paper from stakeholders’ points of view.

8.13 To support the process, there will be two Equality and Diversity workshops held in London during the three-month consultation period. The workshops will provide community representatives with an insight into the reasoning behind the Green Paper. Furthermore, it will provide community representatives with an opportunity to discuss their concerns, issues and needs from the community perspective. The evaluated responses will be included in the final EIA report to be published along with the legislative changes that go forward at the end of the process.

8.14 The proposals set out in this paper will impose costs on local authorities and police authorities; they will also deliver significant savings. In line with the Government’s new burdens doctrine, any net additional cost will be fully and properly funded by the Home Office so that no additional pressure is placed on council tax bills.



# Glossary

Acronym/term	Explanation	Further information/website
ABC	Activity Based Costing.	<a href="http://police.homeoffice.gov.uk/finance-and-business-planning/index/">http://police.homeoffice.gov.uk/finance-and-business-planning/index/</a>
ACPO	Association of Chief Police Officers.	<a href="http://www.acpo.police.uk/">http://www.acpo.police.uk/</a>
ACPOS	Association of Chief Police Officers in Scotland.	<a href="http://www.acpo.police.uk/">http://www.acpo.police.uk/</a>
APA	Association of Police Authorities.	<a href="http://www.apa.police.uk/apa">http://www.apa.police.uk/apa</a>
APACS	Assessments of Policing and Community Safety.	<a href="http://police.homeoffice.gov.uk/performance-and-measurement/assess-policing-community-safety/">http://police.homeoffice.gov.uk/performance-and-measurement/assess-policing-community-safety/</a>
BCS	British Crime Survey.	<a href="http://www.homeoffice.gov.uk/rds/bcs1.html">http://www.homeoffice.gov.uk/rds/bcs1.html</a>
BCU	Basic Command Unit (or Operational Command Unit).	A territorial division of a police force, which typically coincides with one or more local authority boundaries. It is usually organised under the command of a chief superintendent.
BIA	Borders and Immigration Agency.	<a href="http://www.bia.homeoffice.gov.uk/">http://www.bia.homeoffice.gov.uk/</a>
CAA	Comprehensive Area Assessments.	<a href="http://www.audit-commission.gov.uk/">http://www.audit-commission.gov.uk/</a> and <a href="http://www.communities.gov.uk">http://www.communities.gov.uk</a>
CDRPs	Crime and Disorder Reduction Partnerships.	<a href="http://www.crimereduction.gov.uk/regions/regions00.htm#1">http://www.crimereduction.gov.uk/regions/regions00.htm#1</a>
CJS	Criminal Justice System.	<a href="http://www.cjsonline.gov.uk/">http://www.cjsonline.gov.uk/</a>
CHIS	Covert Human Intelligence Source.	<a href="http://security.homeoffice.gov.uk/ripa/publication-search/ripa-cop/human-cop?view=Binary">http://security.homeoffice.gov.uk/ripa/publication-search/ripa-cop/human-cop?view=Binary</a>
CLG	Communities and Local Government.	<a href="http://www.communities.gov.uk">http://www.communities.gov.uk</a>
CNI	Critical National Infrastructure.	<a href="http://www.cpni.gov.uk/About/WhatIs.aspx">http://www.cpni.gov.uk/About/WhatIs.aspx</a>
Community engagement	The process of enabling the participation of citizens and communities in policing at their chosen level.	<a href="http://www.communityengagement.police.uk/">http://www.communityengagement.police.uk/</a>
CPNI	Centre for the Protection of National Infrastructure.	<a href="http://www.cpni.gov.uk/default.aspx">http://www.cpni.gov.uk/default.aspx</a>

Acronym/term	Explanation	Further information/website
CPR	Crime and Policing Representative.	DN: reference first mention?
CSR	Comprehensive Spending Review.	<a href="http://www.hm-treasury.gov.uk/spending_review/spending_review/spend_index.cfm">http://www.hm-treasury.gov.uk/spending_review/spending_review/spend_index.cfm</a>
CTSAs	Counter-Terrorism Security Advisers.	<a href="http://www.nactso.gov.uk/ctsa.php">http://www.nactso.gov.uk/ctsa.php</a>
DIP	Drugs Intervention Programme.	<a href="http://drugs.homeoffice.gov.uk/drug-interventions-programme/">http://drugs.homeoffice.gov.uk/drug-interventions-programme/</a>
e-Borders	The e-Borders programme aims to transform our border control to ensure greater security, effectiveness, and efficiency, by making full use of the latest electronic technology to collect and analyse information on everyone who travels to or from the UK.	<a href="http://www.ukba.homeoffice.gov.uk/managingborders/technology/eborders/">http://www.ukba.homeoffice.gov.uk/managingborders/technology/eborders/</a>
e-BOC	e-Borders Operations Centre.	<a href="http://www.ukba.homeoffice.gov.uk/managingborders/technology/eborders/">http://www.ukba.homeoffice.gov.uk/managingborders/technology/eborders/</a>
EHRC	Equality and Human Rights Commission.	<a href="http://www.equalityhumanrights.com/en/Pages/default.aspx">http://www.equalityhumanrights.com/en/Pages/default.aspx</a>
Funding formula	Police grant is the funding given by the Home Office to police authorities based on the police funding formula, which is designed to assess the relative need for resources between forces.	<a href="http://www.local.odpm.gov.uk/finance/stats/lgfs/2005/lgfs16/annex%20g.pdf">http://www.local.odpm.gov.uk/finance/stats/lgfs/2005/lgfs16/annex%20g.pdf</a>
Genuine Occupational Requirement	Selection on grounds of a particular race, gender, disability, sexual orientation or religion/belief is allowed in certain jobs where being of a particular racial group, sex, disability, sexuality or religion/belief is a genuine occupational qualification for that job.	See sections 4A and 5 of the Race Relations (Amendment) Act for legislative example. <a href="http://www.equalityhumanrights.com/en/Pages/default.aspx">http://www.equalityhumanrights.com/en/Pages/default.aspx</a>
Grant	The police funding formula, is designed to assess the relative need for resources between forces and informs the level of central grant given to police authorities.	<a href="http://www.local.odpm.gov.uk/finance/stats/lgfs/2005/lgfs16/annex%20g.pdf">http://www.local.odpm.gov.uk/finance/stats/lgfs/2005/lgfs16/annex%20g.pdf</a>
HMIC	Her Majesty's Inspectorate of Constabulary.	<a href="http://inspectorates.homeoffice.gov.uk/hmic/">http://inspectorates.homeoffice.gov.uk/hmic/</a>
HMRC	Her Majesty's Revenue and Customs.	<a href="http://www.hmrc.gov.uk/">http://www.hmrc.gov.uk/</a>
IDeA	Improvement and Development Agency.	<a href="http://www.idea.gov.uk/idk/core/page.do?pageId=1">http://www.idea.gov.uk/idk/core/page.do?pageId=1</a>
IDENT	The national fingerprint identification service.	<a href="http://www.npia.police.uk/en/5969.htm">http://www.npia.police.uk/en/5969.htm</a>

Acronym/term	Explanation	Further information/website
IMPACT	The IMPACT programme is designed to improve the ability of the police service to manage and share information to prevent and detect crime and provide safer communities.	<a href="http://www.npia.police.uk/en/8489.htm">http://www.npia.police.uk/en/8489.htm</a>
Integrated competency framework	<p>The ICF is a series of national standards and guidelines which enable police forces and individuals to improve quality and consistency of performance and behaviour in jobs throughout the police service.</p> <p>The ICF is made up of 3 strands:</p> <ul style="list-style-type: none"> <li>National Competency Framework (NCF).</li> <li>National Occupational Standards (NOS).</li> <li>National Performance and Development Review (PDR).</li> </ul> <p>It can be used to plan training needs, compile job descriptions, assist in recruitment, monitor and assist staff development, improve performance and much more.</p>	<a href="http://www.skillsforjustice.com/template01.asp?pageid=35">http://www.skillsforjustice.com/template01.asp?pageid=35</a>
IPCC	Independent Police Complaints Commission.	<a href="http://www.ipcc.gov.uk/">http://www.ipcc.gov.uk/</a>
IPLDP	Initial Police Learning and Development Programme.	<a href="http://www.npia.police.uk/en/5984.htm">http://www.npia.police.uk/en/5984.htm</a>
LAAs	Local Area Agreements.	<a href="http://www.communities.gov.uk/localgovernment/about/partnerships-laas">http://www.communities.gov.uk/localgovernment/about/partnerships-laas</a> and <a href="http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localareaagreements">http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localareaagreements</a> and <a href="http://www.idea.gov.uk/idk/core/page.do?pageId=1174195">http://www.idea.gov.uk/idk/core/page.do?pageId=1174195</a>
LGA	Local Government Association.	<a href="http://www.lga.gov.uk/lga/core/page.do?pageId=1">http://www.lga.gov.uk/lga/core/page.do?pageId=1</a>
LSPs	Local Strategic Partnerships.	<a href="http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localstrategicpartnerships/">http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localstrategicpartnerships/</a>
MOJ	Ministry of Justice.	<a href="http://www.justice.gov.uk/">http://www.justice.gov.uk/</a>

<b>Acronym/term</b>	<b>Explanation</b>	<b>Further information/website</b>
National Senior Careers Advisory Service	The National Senior Careers Advisory Service aims to enhance leadership capacity and capability to ensure that there is a large pool of officers and staff able to meet the growing leadership challenges at the top of the service.	<a href="http://www.npia.police.uk/en/8565.htm">http://www.npia.police.uk/en/8565.htm</a>
NCRB	The National Crime Reduction Board (NCRB) is the key high level forum for driving forward a coordinated, cross-government, approach to crime reduction. Its role is to oversee and monitor delivery of the new Crime Strategy and the new Make Communities Safer PSA.	<a href="http://www.crimereduction.homeoffice.gov.uk/crimereductionprogramme/crimereductionprogramme033.htm">http://www.crimereduction.homeoffice.gov.uk/crimereductionprogramme/crimereductionprogramme033.htm</a>
NCRS	National Crime Recording Standards.	<a href="http://www.homeoffice.gov.uk/rds/recordedcrime1.html">http://www.homeoffice.gov.uk/rds/recordedcrime1.html</a>
Neighbourhood management	The fully coordinated delivery of local services to improve the quality of local residents' lives.	<a href="http://www.neighbourhood.gov.uk/page.asp?id=577">http://www.neighbourhood.gov.uk/page.asp?id=577</a> and <a href="http://www.neighbourhoodpolicing.co.uk/">http://www.neighbourhoodpolicing.co.uk/</a>
NOMS	National Offender Management Service.	<a href="http://www.noms.homeoffice.gov.uk/">http://www.noms.homeoffice.gov.uk/</a>
NMIS	National Management Information System.	<a href="http://www.nmis.org.uk/">http://www.nmis.org.uk/</a>
NPB	National Policing Board was established in July 2006 to help strengthen the governance of policing in England and Wales. (Includes steering groups, e.g. Protective Services).	<a href="http://police.homeoffice.gov.uk/police-reform/nat-policing-board/?version=7">http://police.homeoffice.gov.uk/police-reform/nat-policing-board/?version=7</a>
NPIA	National Policing Improvement Agency.	<a href="http://www.npia.police.uk/">http://www.npia.police.uk/</a>
OCJR	Office of Criminal Justice Reform.	<a href="http://www.cjsonline.gov.uk/the_cjs/departments_of_the_cjs/ocjr/index.html">http://www.cjsonline.gov.uk/the_cjs/departments_of_the_cjs/ocjr/index.html</a>
Ofsted	The Office for Standards in Education, Children's Services and Skills, established in 2007, inspects and regulates care for children and young people, and inspects education and training for learners of all ages.	<a href="http://www.ofsted.gov.uk/">http://www.ofsted.gov.uk/</a>
OSCT	Office for Security and Counter-Terrorism.	<a href="http://security.homeoffice.gov.uk/about-us/about-the-directorate/">http://security.homeoffice.gov.uk/about-us/about-the-directorate/</a>
PACE	Police and Criminal Evidence Act (1984).	<a href="http://police.homeoffice.gov.uk/operational-policing/powers-pace-codes/pace-code-intro/">http://police.homeoffice.gov.uk/operational-policing/powers-pace-codes/pace-code-intro/</a>

<b>Acronym/term</b>	<b>Explanation</b>	<b>Further information/website</b>
Participatory budgeting	Participatory budgeting engages people in discussing spending proposals and taking decisions on the spending priorities for a defined public budget in their local area, as well as involving local people in the scrutiny and monitoring of the process.	<a href="http://www.communities.gov.uk/publications/communities/participatorybudgeting">http://www.communities.gov.uk/publications/communities/participatorybudgeting</a>
PCSD	Police and Crime Standards Directorate.	<a href="http://police.homeoffice.gov.uk/about-us/police-crime-standards/?version=4">http://police.homeoffice.gov.uk/about-us/police-crime-standards/?version=4</a>
PCSOs	Police Community Support Officers.	<a href="http://police.homeoffice.gov.uk/community-policing/community-support-officers/">http://police.homeoffice.gov.uk/community-policing/community-support-officers/</a>
PDR	Performance and Development Review.	<a href="http://www.npia.police.uk/en/7919.htm">http://www.npia.police.uk/en/7919.htm</a>
PNAC	Police National Assessment Centre.	<a href="http://www.npia.police.uk/en/7012.htm">http://www.npia.police.uk/en/7012.htm</a>
PNB	The Police Negotiating Board was established by Act of Parliament in 1980 to negotiate the hours of duty; leave; pay and allowances; the issue, use and return of police clothing, personal equipment and accoutrements; and pensions of United Kingdom police officers, and to make recommendations on these matters to the Home Secretary, Secretary of State for Northern Ireland, and Scottish Ministers.	<a href="http://www.ome.uk.com/review.cfm?body=1">http://www.ome.uk.com/review.cfm?body=1</a>
PNC	Police National Computer.	<a href="http://www.npia.police.uk/en/5977.htm">http://www.npia.police.uk/en/5977.htm</a>
PND	Police National Database.	<a href="http://www.npia.police.uk/en/8495.htm">http://www.npia.police.uk/en/8495.htm</a>
Police Advisory Board for England and Wales	The Police Advisory Board for England and Wales (PABEW) advises the Home Secretary on general questions affecting the police in England and Wales; and considers draft regulations which the Home Secretary proposes to make under section 50 or section 52 of the Police Act 1996 – except for matters such as pay and negotiable conditions of service which fall within the remit of the Police Negotiating Board – and to make such recommendations as it sees fit.	<a href="http://www.ome.uk.com/review.cfm?body=9">http://www.ome.uk.com/review.cfm?body=9</a>
Police Arbitration Tribunal	If the two sides of the PNB fail to agree on a particular issue, the matter can ultimately be referred to arbitration by the Police Arbitration Tribunal, which operates under the auspices of the Advisory, Conciliation and Arbitration Service.	<a href="http://www.ome.uk.com/review.cfm?body=1">http://www.ome.uk.com/review.cfm?body=1</a>

Acronym/term	Explanation	Further information/website
Police Performance Steering Group	A tripartite group that meets regularly to review police performance.	
PPO	Prolific and other Priority Offenders.	<a href="http://police.homeoffice.gov.uk/operational-policing/crime-disorder/persistent-offenders.html">http://police.homeoffice.gov.uk/operational-policing/crime-disorder/persistent-offenders.html</a>
Precept	Police funding raised by the police authority through the local council tax.	<a href="http://police.homeoffice.gov.uk/finance-and-business-planning/index.html/?view=Standard">http://police.homeoffice.gov.uk/finance-and-business-planning/index.html/?view=Standard</a>
Protective Services	Terrorism, serious crime and other major challenges to public safety.	<a href="http://police.homeoffice.gov.uk/police-reform/protective-services1/?version=1">http://police.homeoffice.gov.uk/police-reform/protective-services1/?version=1</a>
PSA (including e.g. PSA 23)	Public Service Agreement.	<a href="http://www.hm-treasury.gov.uk/documents/public_spending_reporting/">http://www.hm-treasury.gov.uk/documents/public_spending_reporting/</a>
QUEST	Operation QUEST is a Home Office-funded programme that supports police forces in achieving significant improvements in performance and productivity.	<a href="http://police.homeoffice.gov.uk/human-resources/efficiency-and-productivity/">http://police.homeoffice.gov.uk/human-resources/efficiency-and-productivity/</a>
RIEP	Regional Improvement and Efficiency Partnerships support councils to deliver priority outcomes for their communities.	<a href="http://www.lga.gov.uk/lga/core/page.do?pageId=18437">http://www.lga.gov.uk/lga/core/page.do?pageId=18437</a>
RIPA	Regulation of Investigatory Powers Act (2000)	<a href="http://security.homeoffice.gov.uk/ripa/about-ripa/">http://security.homeoffice.gov.uk/ripa/about-ripa/</a>
RRAC	Risk and Regulation Advisory Council.	<a href="http://www.berr.gov.uk/about/economics-statistics/rrac/index.html">http://www.berr.gov.uk/about/economics-statistics/rrac/index.html</a>
SAP	Senior Appointments Panel.	SAP is responsible for: sifting applications for all chief officer positions; handling all aspects of the formal approval process; and returning candidate approval lists to the recruiting police authority for short-listing. It maintains a comprehensive database of all chief officers, and co-ordinates and timetables senior appointments. It is chaired by the Chief Inspector of Constabulary and comprises representatives from ACPO, APA, the Home Office and an independent member.
SOCA	Serious Organised Crime Agency.	<a href="http://www.soca.gov.uk/">http://www.soca.gov.uk/</a>
Specials	Special constables are part-time volunteer officers who have all the same powers as regular police officers.	<a href="http://www.npia.police.uk/en/10040.htm">http://www.npia.police.uk/en/10040.htm</a>

<b>Acronym/term</b>	<b>Explanation</b>	<b>Further information/website</b>
Third sector	The voluntary and community sector.	<a href="http://www.cabinetoffice.gov.uk/the_third_sector.aspx">http://www.cabinetoffice.gov.uk/the_third_sector.aspx</a>
Tripartite	The governance relationship for the police service in England and Wales between the Home Secretary, individual police authorities, and Chief Constables.	<a href="http://www.homeoffice.gov.uk/police/">http://www.homeoffice.gov.uk/police/</a>
UKBA	UK Borders Agency.	<a href="http://www.bia.homeoffice.gov.uk/">http://www.bia.homeoffice.gov.uk/</a>
WAG	Welsh Assembly Government.	<a href="http://new.wales.gov.uk/splash">http://new.wales.gov.uk/splash</a>

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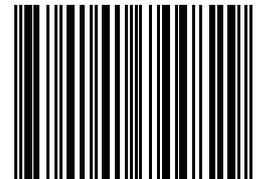
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