



Home Office

# Building Communities, Beating Crime

A better police service for the 21st century





# **Building Communities, Beating Crime**

A better police service for the 21st century

Presented to Parliament by the Secretary of State for the Home Department  
by Command of Her Majesty.  
November 2004

© Crown Copyright 2004

The text in this document (excluding the Royal Arms and departmental logos) may be reproduced free of charge in any format or medium providing that it is reproduced accurately and not used in a misleading context. The material must be acknowledged as Crown copyright and the title of the document specified.

Any enquiries relating to the copyright in this document should be addressed to The Licensing Division, HMSO, St Clements House, 2-16 Colegate, Norwich, NR3 1BQ. Fax: 01603 723000 or e-mail: [licensing@cabinet-office.x.gsi.gov.uk](mailto:licensing@cabinet-office.x.gsi.gov.uk)

# Contents

Home Secretary Foreword	5
Executive Summary	6
Chapter One: Building a better police service	13
Chapter Two: More effective policing – the case for further reform	29
Chapter Three: A new relationship between the police and the public – building trust and confidence	45
Chapter Four: Building a new workforce	75
Chapter Five: Ensuring effectiveness	101
Chapter Six: Summary of proposals	131
Appendices	145
Appendix I – Public Service Reform	146
Appendix II – Police Performance	154
Appendix III – Serious Organised Crime Agency	156
Appendix IV – Crime and Disorder Act 1998	158
Appendix V – Police Authority Membership	160
Appendix VI – Tripartite Relationship	163
Appendix VII – Glossary of terms	165
Appendix VIII – How to comment	170





## Home Secretary Foreword

Preventing, reducing and detecting crime; providing safety and security for law-abiding citizens and their families – this is what effective policing is about and it is at the heart of civil society. We owe the men and women of our police service a tremendous debt of gratitude for the challenging and sometimes dangerous job that they do. We also owe them our help and support to enable them to deliver effective policing. This is why we have embarked on an ambitious and far-reaching programme of reform.

Working closely with the service, we have seen tangible development and achievements. There are record police officer numbers and 4,000 community support officers. Crime has fallen by 30% since 1997. We are cutting bureaucracy and making wider, better use of new technology and scientific techniques. We have embedded effective performance management throughout the service. Fear of crime is falling. Through more effective partnership working, use of new powers and best practice, we are getting a grip on anti-social behaviour. The chances of being a victim of crime are at the lowest level for over 20 years.

This paper sets out a clear direction of change as we move into the second phase of reform – to deliver community policing for today's world and face the new challenges of changing criminality.

We will spread dedicated neighbourhood policing teams across the country. They will be supported by continued substantial investment that will maintain officer numbers and provide 25,000 community support officers and wardens.

We will embed a genuinely responsive customer-service culture and make the police and their partners more accessible, visible and accountable.

A new improvement agency will ensure that policing is driven by intelligence, good practice and performance information.

We will modernise the police workforce, enhancing training and career progression to improve leadership and management skills at all levels of the service. Continuing to cut bureaucracy will free up the equivalent of 12,000 officers to front-line policing by 2008.

We will professionalise the critical role of the police constable as the lynchpin of neighbourhood policing teams. Reform will be at all levels of policing and criminality – from the very local, through regional and cross-border co-operation, to the strategic force and national level.

Working with the service and communities, this Government is committed to a broad and ambitious programme of change to shape the future of policing. We are clear that this is reform for a purpose. It is reform that builds upon and enhances the core role of the police to reduce crime and anti-social behaviour. It is reform to reinforce respect for the law and to protect and empower law-abiding citizens and communities. We are not imposing reform. We are working collaboratively to set the national framework within which forces, police authorities, local government and local people can work together to build safer and more secure communities.

**Rt Hon David Blunkett MP**  
**Home Secretary**

# Executive Summary

## Context

The world in which the police service operates today has changed beyond all recognition. Technology has removed borders and barriers; changes in society have opened up new opportunities and challenges; increasing investment in public services and a growing consumer culture has led to rising expectations of customer service. The core role of the police service is, and will remain, prevention, detection and reduction of crime, and protecting the public. The Government is already helping the police to perform this role more effectively through investment in new technology, greater use of forensics and better gathering, management and use of intelligence in policing.

Like all public services, the police service cannot be immune from further change and continuous improvement. Indeed the service has shown itself prepared and willing to embrace change and meet new challenges, whilst maintaining the enduring values of the British police.

## Sustained reform and investment

The Government and the police service are already engaged in a sustained programme of investment and reform that has achieved real results:

- record police officer numbers of nearly 140,000 – up 13,000 on 1997 and 39,000 more than 30 years ago;
- introduction of 4,000 community support officers with a commitment to recruiting 25,000 CSOs and wardens by 2008;
- improvements in scientific and technological support; and
- a sustained focus on police performance.

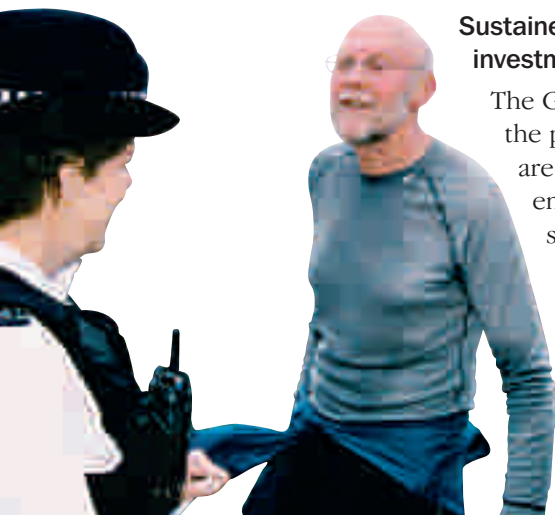
This police commitment and Government investment have led to a drop in overall crime by 30% since 1997. The chances of being a victim of crime are at their lowest levels since the British Crime Survey began in 1981.

This paper sets out the Government's vision for continued improvements in policing to help build safety, security and stability in our communities. We want to continue to reduce crime, to tackle anti-social behaviour and disorder, to reduce people's fear of crime and to ensure that law-abiding citizens, families and their children are protected.

## Objectives

Underpinning the clear requirement that the primary job of the police is to prevent, deter, detect and reduce crime, this paper has three broad objectives at its heart:

- the first is the spread of neighbourhood policing for the 21st century to every community with improved police responsiveness and customer service;
- the second is further modernisation of the police workforce to ensure that the service is fully equipped and able to deliver these changes;





- the third is the greater involvement of communities and citizens in determining how their communities are policed.

### **Bureaucracy**

A critical element of delivering a more visible and accessible police service is the Government and police service's continuing drive to reduce bureaucracy and free up more officers for front-line policing. We are removing unnecessary burdens, scrapping unnecessary forms, offering practical assistance to forces through the appointment of an assistant chief constable who is visiting forces to spread good practice and the introduction of an actionline. By 2008 – by cutting bureaucracy, improving science and technological support, and other reforms – we will have freed up the equivalent of 12,000 officers for front-line duties.

### **Revitalised community policing for today's world**

Revitalised neighbourhood and community policing for the 21st century is central to the Government's approach. By 2008 we want every community to benefit from the level and style of neighbourhood policing that they need. This will involve dedicated teams of police officers, community support officers and wardens providing a visible, reassuring presence, preventing and detecting crime and developing a constructive and lasting engagement with members of their community.

### **Neighbourhood policing teams**

Fully trained officers using modern techniques and updated powers, working with CSOs with a minimum set of powers, will make up neighbourhood policing teams. They will take an intelligence-led, proactive, problem-solving approach to enable them to focus on and tackle specific local issues. They will involve their local community in establishing and negotiating priorities for action and in identifying and implementing solutions. They will ensure a two-way flow of information with the community to build trust and co-operation to help them deal more effectively with crime and anti-social behaviour. Police and their partners providing useful and meaningful information on how a community is being policed will encourage and empower individuals to work with the police, feeding community intelligence into crime prevention, detection and reduction. This is not a substitute for, rather an underpinning of, solid, professional police work to investigate crime and catch criminals – necessary to tackle systematic and organised criminality.

£50 million of new money for the Neighbourhood Policing Fund will deliver 2,000 community support officers during the course of this financial year. Many forces are already putting in place successful and effective neighbourhood policing. We will build on this good practice by providing support for 25,000 community support officers and wardens by 2008.

### **Responsiveness**

Neighbourhood policing is at its most effective when it is a shared undertaking with the local community. People, and in particular victims and witnesses, will only engage with their local police if they have confidence that when they make contact they will be treated well and that their concerns will be listened to and acted on effectively.



Instilling a strong customer service culture throughout the police service is therefore a central objective of the reforms set out in this paper.

### **Minimum national standards**

Forces, Basic Command Units and neighbourhood teams will deliver services with the needs of their users very firmly in mind. They will act on customer feedback to generate continuous improvement in the service they provide. This means delivering guaranteed standards of customer service to the public whenever they have contact with the police. Every force will have these standards in place within two years and will agree with their communities how the standards can be built on locally.

As a result of these changes it will be far easier to contact the police; the way calls from the public are handled will be improved; and victims will be better informed on the progress of their cases. In addition to improving the general information to the public about the availability of services we also intend to put in place a national non-emergency number, linking into a range of services, to improve the effectiveness of dealing with non-emergency calls. Performance measurement of the police will include a level of public satisfaction.

## **What will be different?**

People will see a more visible, accessible police presence on the streets and in their communities – making full use of the record numbers of officers in the service. There will be clearer and easier means of contacting the police and other services to deal with problems. The service provided will be professional, courteous and will be designed to meet people's diverse needs and give them maximum confidence that their problems and concerns will be dealt with.

For example, if you have an anti-social behaviour problem in your street – persistent graffiti or vandalism – then you will be able to discuss this with your local neighbourhood officer or community support officer. You will know who that person is or, if you don't, you will very quickly and easily be able to find out how best to make contact with them. If you are not sure who the right person to contact is you will be able to use the single, national non-emergency number that we will introduce. However you make contact and whoever you make contact with, you can be clear of the standard and quality of service that you are entitled to receive. Your local officers will work with you and your neighbours to identify the most appropriate solution to the problem and work together with their partners in the local authority or other local agencies and communities themselves to deliver that solution.

## **A dynamic, modern workforce**

Developing a modern police workforce is essential as the foundation for delivering successfully the changes that we describe in this paper – as well as continuing to drive down crime and provide safety and security. We need to foster and build a culture of learning and self-improvement within the police service. It has to be a service in which the contribution of everyone – officers, police staff and volunteers – is fully recognised and used to the full in the delivery of front line services.

### **Leadership at all levels**

The role of the police officer is, and will remain, fundamental to the success of the police service. Constables are taking on increasingly skilled roles within neighbourhood policing teams, managing a diverse range of staff and acting as community leaders. We want to help them to do that. We will work with the police service to equip leaders at all levels of the service with the knowledge, skills, confidence and freedom they need to do this.

Sergeants and inspectors will have access to training to develop their managerial, leadership and operational skills. Over time there will be a mandatory qualification for superintendents seeking to become Basic Command Unit commanders.

### **Career development**

Measures in this paper build on work already in hand to develop an integrated approach to career development in the police service. The foundations of this approach are national occupational standards and an effective Performance and Development Review system. We will introduce proper career development for all members at every level of the service. We will remove barriers to entry at levels above constable

and we will end time limits on promotion. We will remove barriers for police staff becoming police officers, and enhance the skills and roles of police staff.

### **Powers**

We will strengthen the roles of police staff and introduce national standards and a minimum set of powers for community support officers. These minimum powers will contribute towards freeing up police officers for frontline policing by including the power to issue a range of fixed penalty notices. Following a successful pilot in six forces, we will empower all forces to be able to give their CSOs the power of detention. We are also committed to ensuring that the powers available to police officers themselves are up-to-date and effective – equipping them for the difficult and demanding range of tasks that we call on the police to perform.

### **Equality**

The Government and the police service remain firmly committed to race and gender equality. We are putting forward measures to increase the rates of recruitment, retention and progression of minority ethnic, female and other under-represented groups in the service.

## What will be different?

A modernised police workforce will support our drive towards a service which is focused relentlessly on the needs of the law-abiding citizen.

You, the citizen, will continue to see a much greater police presence in your community as a result of the growth in the workforce and the more effective deployment of officers, CSOs and police staff. The service will reflect the community in which you live in terms of its diversity of background, experience, skills and knowledge.

You, the police officer, CSO, or police staff member will benefit from our commitment to skills development and career progression. You will have improved opportunities and a clearer career pathway through the service. Reduced bureaucracy and improved powers will mean that you are better able to do the job that you want to do, that you were trained to do and that your community expects you to do.

## Greater involvement of communities and citizens

To be more responsive and citizen-focused and be successful at reducing crime, the police service must be much more closely engaged with local people.

### Information

Local people need to be clear who is responsible for what in terms of community safety. They need to understand how they as individuals, families and members of the community, can play a role in

keeping their communities safe and in preventing and reducing crime; how they can have a say in setting local priorities, and how well their local police are performing. This information needs to be available to every household and people should know what they can do, including how to trigger action through their local councillor, if local problems are not being tackled effectively.

### Community advocacy

We want to enhance the current role of councillors and local authority community safety officers to give them an explicit remit to provide a focal point for the local community in terms of dealing with those agencies responsible for community safety. They would ensure effective representation of people's concerns and empower people to work with the police and others to find better solutions to their problems. They would ensure that local people's views are represented on the quality of service provided by the police and other community safety agencies.

### Triggering action

If the service that a community receives does not meet the standards set out in their local contract with the police, or if there is a particular problem associated with crime or anti-social behaviour, there will be a specific mechanism to trigger action at a number of different levels. At the first level, this will be to gain information that is not already available. At the next, it will be to require attendance by the police or relevant local agency at a public meeting to discuss the issues and explain what action they are going to take. It could also lead to a specific request to take certain actions to address the problem. If the agencies decided that no action was to be taken, the agencies concerned would need to explain why.

### Police and local authorities

The changes set out in this paper cannot be achieved by focusing solely on local communities and neighbourhoods, nor can a sustained reduction in crime and anti-social behaviour. The local government cabinet member with responsibility for community safety will sit on the police authority to strengthen democratic accountability. The role of police authorities in ensuring effective delivery of policing will also be strengthened. They will oversee local consultation, including the relationship between Crime and Disorder Reduction Partnerships and neighbourhood bodies. We will also enhance their role in holding chief officers to account.

### Local to national

Nor can neighbourhood policing, vitally important though it is, be looked at in isolation. Unless the police are effective at tackling crime and criminality from the local to the national level, then the public will not have confidence that the service is actually delivering. Alongside proposals in relation to responsiveness and customer service we also need to strengthen the service as a whole. This means effective leaders at every level within the police service, working with strengthened partnerships; better approaches to tackling cross-border and serious organised crime; national coherence on issues such as the gathering, management and sharing of intelligence; effective use of science and technological advances; robust performance management arrangements; and a National Intelligence Model effectively used by all forces.

### What will be different?

The police service will be more accountable to local democratic structures and to their local community. Police authorities will be more closely connected with and visible to their local community so that the line of accountability is clear.

You will be kept fully informed about policing in your local area – performance as well as who is responsible for what. You will know who to go to and how to contact them when you have concerns or problems relating to delivery of community safety services in your areas. Most importantly, you will know where to go if you are dissatisfied and need redress for the service you have received. In extreme cases, you will be able to trigger action to address your concerns.

We have a great deal for which to be grateful to the men and women of the police service – for their integrity, their effort, their concern for their fellow citizens and for their courage. This policy paper is aimed at enabling them to deliver, in the future, an even more effective service to the communities they serve.



# Chapter One: Building a better police service





# Chapter One: Building a better police service

**This chapter summarises the Government’s approach to further reform of policing in England and Wales; what it wants to achieve; what it believes the core role and responsibilities of the police service should be; and what reform will mean for the citizen, for the police service itself and for those working with and within it.**

## Introduction

- 1.1 Effective policing is at the heart of civil society. It provides safety and security for law-abiding citizens and families, protects them from crime and anti-social behaviour and encourages stability in our communities. In all these respects, our country has been indebted to its police service for over 175 years, since Robert Peel introduced the concept of a professional service with the police officer as the citizen in uniform – thus laying the foundation of the police service of today.
- 1.2 These fundamental concepts endure. Many of the essential requirements of the police service – absolute and total integrity, courage, concern for all within society and service to the citizen – remain just as crucial today as they did 175 years ago. But there are real and considerable pressures for change. The public today has higher expectations; society is more open; family and community relationships have changed; we have instant global communications; crime and criminality continually reinvent themselves and the threats to the law-abiding citizen and to civil society change and grow. The police service can and must itself change and grow to meet the challenges of today’s world.
- 1.3 The police service itself recognises that further changes and improvements are needed. The Government’s continuing commitment to working with the police service and supporting this process – to build a better police service for the 21st Century – is total. It is Government’s role to set the national direction, strategic framework and targets for policing in this country. This policy paper stands as part of that process. But within this overall framework – part of which is about encouraging a new dynamic in terms of the involvement and engagement of the public in building safer communities – the Government is clear that locally, it is for chief constables and police authorities to deliver effective, responsive policing to the communities they serve.
- 1.4 The main thrust of our reforms is to pass power from the political centre to local citizens and communities, to create new democratic accountabilities and scrutiny, and to reinforce the role of elected councillors in local policing. This policy paper establishes a broad framework of local control and accountability, but local people will have the common sense and ingenuity to devise workable local arrangements appropriate to their circumstances. Our communities are diverse, and effective local policing must reflect local differences.

## Reform does not begin here

- 1.5 This paper sets out an ambitious agenda for change which represents the next stage in the necessary evolution of policing to help ensure safety, security and stability in communities across England and Wales. But reform does not begin



and end here. This is a developing agenda which builds on the sustained programme of reform, which has been taken forward by the police service and the Government together, and the progress that has already been made in terms of making policing in this country more effective. Real results continue to be achieved across the country through the hard work of police forces, police authorities and their local and national partners.

- 1.6 We now have more police officers (at nearly 140,000) and police staff (at over 67,000) in this country than ever before, together with over 4,000 new community support officers. Police officers are better paid and supported – police pay has increased by 26% in real terms since 1997. We have increased London allowances for officers by £3,000; introduced a new South East allowance; increased paternity leave and introduced adoption leave and provision for time off to care for dependents.
- 1.7 Despite this substantial growth in police numbers, people have the perception that there are fewer police on the streets. We are therefore engaged in a major drive to get the police out of their stations, out of their cars and back into communities – to provide the more visible, accessible service that the public wants to see. This is vital for increasing trust and confidence in policing. With the growing civilisation of particular roles, improved technical support like video identification parades, the introduction of Fixed Penalty Notices for disorder and the removal of unnecessary paperwork, we are freeing up more officers for the frontline. Twenty years ago, legal challenges and the erosion of public confidence led the Government of the day to bring in the Police and

Criminal Evidence Act (PACE). Whilst retaining the important protection contained in that Act, we have revised its accompanying procedures to reduce bureaucracy. We have, and will continue to modernise other powers to ensure that the entire police workforce can operate as effectively as possible in tackling crime.

- 1.8 Led in many cases by the police service itself, we have seen the introduction of the new Airwave police radio communications system and the development of a world-leading DNA database. We have seen a real focus on police performance and intelligence-led policing starting to take hold within forces. But recognising that the police cannot be responsible for delivering safer communities on their own, we have also recognised the importance of effective partnership working. The bodies we have established such as Crime and Disorder Reduction Partnerships and Local Criminal Justice Boards are vital elements in our approach. This progress has been underpinned by sustained Government investment in police funding – which has increased by 21% in real terms since 1997. And the results of all this are that the chances of being a victim of crime are now at historically low levels and the number of burglaries, robberies and vehicle crimes – the so-called volume crimes – have all fallen sharply. We explore this progress further in Chapter Two of this paper along with the pressures for further change.
- 1.9 Most recently, the Government set out proposals for further reform of policing in its consultation paper in November 2003<sup>1</sup> – to which there was a substantial and constructive response.<sup>2</sup> This has helped inform the proposals in this paper – as

<sup>1</sup> *Policing: Building Safer Communities Together* – published 4 November 2003, available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

<sup>2</sup> Published on 9 September 2004, available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

have other thoughtful views from a range of stakeholders both within and outside the police service; by best practice examples from around the country and by a growing body of evidence of what works in terms of reducing crime, bringing offenders to justice and reassuring communities. Fundamentally, the approach outlined in this paper reflects what the Government believes the public wants to see from its police service.

- 1.10 The Government is at one with the leadership of the police service in England and Wales about the need for – and importantly – the direction of change. It is the ability of the police service in this country to embrace change, and get things done, that makes the Government confident about making further improvements for the benefit of all our communities.

“We believe that reform at intervals is insufficient and that ‘constant transformation’ is the only approach to serve the public well in the 21st century... we believe that we are the guardians of the service we offer, not of the structure we inhabit.”

(From the Association of Chief Police Officers’ response to *Policing: Building Safer Communities Together*)

### What do we want to achieve?

- 1.11 The Government’s goal is, quite simply, to make policing better – to help build safety, security and stability in communities across England and Wales. We want to further reduce crime and anti-social behaviour; reduce people’s fear of crime and anti-social behaviour; and ensure that law-abiding citizens and families are protected. We believe that the police also play an important role in

rebuilding respect in our communities. But we recognise that the police cannot do everything themselves – effective partnership working is vital.

- 1.12 We want to improve the performance of all police forces in England and Wales with forces doing better, with partners, at preventing, investigating and detecting crime and bringing more offenders to justice. And we want this to be combined with high levels of public satisfaction, trust and confidence in the police, particularly amongst victims of crime and ethnic minority communities. But we cannot do this from the centre. With operational responsibility at the local level, it must be the job of the leaders of each force and police authority to ensure that this happens.
- 1.13 Fundamentally, the Government wants to ensure that the police service in England and Wales is, and is seen by its workforce and the public, to be a genuine *service*, not simply a collection of disparate police forces.

### The police service has the key role in keeping communities safe...

- 1.14 There are certain constants in terms of the role which the police service has in our history and society. This role is founded on core values which the Government believes should not change – the police being independent and non-political; demonstrating a commitment to public service not social control; with officers and staff enforcing the law, keeping the peace and acting with absolute integrity at all times. And the police, like everyone else, are accountable to the law. On its establishment 175 years ago, the role of the Metropolitan Police was defined as:

“The prevention of crime... the protection of life and property, the preservation of public tranquility.”<sup>3</sup>

<sup>3</sup> From Sir Richard Mayne’s instructions to the ‘New Police of the Metropolis’, 1829.

1.15 A number of reports, academic studies and (in Scotland at least) Acts of Parliament<sup>4</sup> have sought to encapsulate the core role of the police in Britain. The Scarman Report in 1981 for example, following the unrest in Brixton in April that year, took the description quoted above as the authoritative definition of the role of the police (and asserted that, if necessary, the “maintenance of public tranquility comes first”).<sup>5</sup>

1.16 Policing does not, of course, exist in a time capsule. It is the product of history, local circumstance, political and societal changes and, in some senses, compromise. As the 1962 Royal Commission on the Police asserted for example:

“...the police should be powerful but not oppressive; they should be efficient but not officious...”<sup>6</sup>



1.17 Since the 1962 Royal Commission, a number of Reports and Inquiries have had a bearing on the role which the police play in our country. For

example, the 1977 Committee of Inquiry on the Police under Lord Edmund-Davies focused on the pay and conditions of officers to ensure the service attracted and retained the best people to perform what was seen as an expanding role. Other reports have been significant – the 1981 Scarman Report mentioned above for example; the report of the Taylor Inquiry into the Hillsborough disaster; the Macpherson Report of the Stephen Lawrence Inquiry; Lord Laming’s Report into the death of Victoria Climbié; and most recently Sir Michael Bichard’s Report following the Soham murders have, along with the findings contained in other reports, influenced and led more directly to changes in the way policing in this country is done and the role which the police service itself plays in our society. Our proposals for the future of policing have been framed in the context of a rapidly changing economic, social and cultural environment. They respond to the changing needs of people themselves; changed behaviour; changing forms of criminality and the need to reinforce and rebuild respect, decency, self-restraint and care for others.

1.18 So the duties of the police – and the emphasis that is placed upon them – change as society changes, from generation to generation. There are some functions which, over time, have now largely become the responsibility of others – the protection of animals and the routine protection of commercial property for example. Other functions have been added, even relatively recently, such as the statutory involvement in

<sup>4</sup> The Police (Scotland) Act 1967 defines the general functions and jurisdiction of constables which have been interpreted as describing the function of the police in general. These functions include a duty to “guard, patrol and watch so as to prevent the commission of offences, preserve order and to protect life and property” (Chapter 77, Part I, s.17 of the Police (Scotland) act 1967 refers).

<sup>5</sup> The Brixton Disorders 10-12 April 1981: Report of an Inquiry by the Rt. Hon. The Lord Scarman, OBE – November 1981 (Cmnd 8427).

<sup>6</sup> Royal Commission on the Police 1962 (Cmnd 1728) – paragraph 57.

partnership working to reduce crime and disorder in communities as required by the Crime and Disorder Act 1998.

- 1.19 The challenges facing policing today are huge – in scale and complexity. So it is important, in proposing changes to meet those challenges, that we explore what the role of the police service should be for this generation. In doing so, the Government recognises that the police service in England and Wales has already accumulated over time a broad role which goes far beyond that requiring formal police powers.



- 1.20 But the Government takes as its starting point the core duties of the constable, who is required by legislation to affirm to serve the crown:

“...with fairness, integrity, diligence and impartiality, upholding fundamental human rights and according equal respect to all people; and that I will, to the best of my power, cause the peace to be kept and preserved and prevent all offences against people and property; and that while I continue to hold the said office I will, to the best of my skill and knowledge, discharge all the duties thereof faithfully according to the law.”<sup>7</sup>

- 1.21 The Government’s clear view is that the police service in England and Wales must have a broad role, based in part on the core elements set out in the attestation for constables set out above. We believe this is vital in terms of maintaining the legitimacy of the police service in the eyes of the public and meeting our desire to see increased trust and confidence in policing in this country.

- 1.22 The Government believes that policing in today’s world needs to be about both preventing and detecting crime and reassuring the public. Our view is that excellent forces can and should do both, as should police officers themselves. Visible interaction with the public provides reassurance but also vital intelligence to help arrest criminals and tackle all levels of crime – from anti-social behaviour to serious organised crime and terrorism; tackling crime effectively delivers, in turn, reassurance to local communities.

- 1.23 Policing is, clearly, not an exact science. Indeed it is an increasingly complex and challenging activity. Within the kind of broad role outlined above, the Government recognises that police forces perform complex and interlocking functions – and that these operate from the very local to the national level and beyond. There will always be a need for the police to act as the service of last resort – to protect life, respond to emergencies and manage crises – and be able to do so for 24 hours of the day; 365 days of the year. So forces will have to maintain a reactive capability to respond to incidents in real time.

- 1.24 But the Government’s view is that the policing pendulum has swung too far in the reactive direction. We believe there needs to be a shift towards more proactive, problem-solving policing – with forces getting better at preventing crime

<sup>7</sup> Schedule 4 to the Police Act 1996 as amended by section 83 of the Police Reform Act 2002.

happening in the first place, but also being better at solving it when it does happen. It was no accident of drafting that the first function ascribed to the then new Metropolitan Police in 1829 was to *prevent* crime. We believe that policing has shifted too far away from this ideal. So we place particular emphasis – as has the police service itself in recent years – on the need to embed a truly problem-solving, intelligence-led approach to policing throughout forces in England and Wales. This is behind the emphasis in this paper on dedicated neighbourhood policing for today’s world, not that of the 19th century; increasing the responsiveness and customer service of the police; engaging better with the public and further modernising the police workforce – equipping police officers and police staff with the skills to meet the challenges of 21st century policing.

- 1.25 The Government wants to see a police service with the capability to deliver the breadth of its role – protecting individuals, securing public safety, preventing and reducing crime, bringing criminals to justice, working with children, young people and families – including safeguarding them from harm – reassuring the public and helping to build strong, cohesive communities. The Government believes that the proposals in this policy paper will enable and empower the police service to fulfill these responsibilities.

**...but keeping communities safe is not just a job for the police**

- 1.26 Although the police service plays now – and will continue to play – the key role in reducing crime and anti-social behaviour and ensuring community safety, the Government is clear that these are not matters for which the service alone is responsible. Effective partnership work involving other criminal justice agencies, local government and health agencies, children’s services and the voluntary and business sectors is

vital. And the police need to work with national agencies like the National Crime Squad, the National Criminal Intelligence Service (which will shortly be subsumed into the new serious Organised Crime Agency that we discuss in Chapter Five) and our security and intelligence services to tackle serious organised crime and terrorism.

- 1.27 The Government is similarly clear in its belief that individuals and communities themselves have a role in this partnership. Local policing, for example, is at its most effective when performed as a shared undertaking: policing being done with the public. This is about individuals recognising their own responsibilities in terms of helping to prevent and reduce crime, not just their right to live in safer communities.
- 1.28 The Government is clear about the role it can and should play – in setting the national direction and strategic framework within which local policing should be delivered and providing resources and powers to tackle crime and anti-social behaviour. The Government also believes it has a role in establishing priorities in order to ensure safety and security across our communities and for our nation; offering support to police forces where this is needed but protecting the public by intervening in cases of demonstrable failure or where, in the national interest, coherence in policing practices is required. The Government also has a clear role in helping build confidence and enabling and empowering people to play a real and active part in keeping their own neighbourhoods and communities safe. The Government recognises the need itself to be better joined up at a national level in terms of community safety issues.
- 1.29 The success of the approach to policing outlined in this paper therefore depends, in part, on the support and work of others – local authorities, for



example, exercising their responsibility for community safety; effective partnership work happening everywhere; more being done through education and social services to prevent young people becoming involved in crime; the whole criminal justice system working together more coherently to catch, convict and rehabilitate offenders; and probation, employment and health services working to resettle offenders and address drugs misuse. Overall, we believe in an approach which strikes a balance between help and support for individuals and families who need it – and tough enforcement for those who break the law.

- 1.30 This paper should also be seen in the context of wider work taking place to build security in our country and which puts the law-abiding citizen first – such as that detailed in the Home Office and Criminal Justice five year Strategic Plans published in July 2004.<sup>8</sup> And, whilst recognising that some elements of policing differ from other services, the Government's wider public service reform agenda also provides an important context. Further details of key elements of this can be found in Appendix I to this paper.

### **What does this mean for the future direction of policing?**

#### **Neighbourhood policing**

- 1.31 The Government believes that, as a starting point, we need revitalised neighbourhood policing for today's world. Our clear view is that increasing public trust and confidence in policing – while important in its own right – will also be a real benefit for the police service itself. It will help make policing more effective. We believe this requires the spread of dedicated neighbourhood policing teams across the country to provide a visible, uniformed, accessible presence for the public. Our continued drive to reduce
- unnecessary bureaucracy, civilianise posts and improve the technical support for policing will see more officers on the frontline. We see police officers continuing to be the lynchpin in neighbourhood teams – but with those officers working increasingly with police staff, community support officers (CSOs) and wardens using intelligence and real-time data to focus resources and respond to changing needs, backed up by the latest technology. Our Neighbourhood Policing Fund will support and drive this approach. We will deliver 25,000 CSOs and wardens by 2008.
- Responsiveness, customer service and community engagement**
- 1.32 The Government will seek to improve markedly the responsiveness and customer service culture of the police – including the treatment and support given to victims and witnesses. The first contact people have with the police – wherever that takes place – is crucial in determining people's perception of and confidence in policing. It is an area where we and the police service itself believe there is a clear and pressing need for improvement. And this underpins our approach to neighbourhood policing which, at this very local level, is at its most effective when performed as a shared undertaking with the public. This means moving from traditional notions of policing simply by consent or people's passive acquiescence, to policing with the proactive engagement and co-operation of communities. But if people are to engage, they need to be confident that they will be treated well, and their voices heard and acted upon.
- 1.33 The detail of how the Government intends to embed dedicated neighbourhood policing across the country and a new culture of responsiveness and customer service within the police service is

<sup>8</sup> *Confident Communities in a Secure Britain* (Cm 6287) and *Cutting Crime, Delivering Justice* (Cm 6288).

set out in Chapter Three of this paper. But there are some other important changes, set out below, which are vital to achieving the objectives of our programme for change and improvement. We see all the elements as being inextricably linked.

#### **A new police workforce**

- 1.34 The Government will continue to develop a more modernised police workforce since, ultimately, it is people – not structures or mechanisms – who are going to deliver the kind of truly responsive police service which has the trust and confidence of communities – to which we aspire and the public wants to see.
- 1.35 Our approach means building a workforce which is more representative of the communities it serves; is more unified, more flexible and has a better mix of skills. We want to see a service where police officers, police staff and volunteers feel truly valued and get the support they deserve; operate with professionalism, honesty and integrity at all times; and are properly recognised and rewarded for the jobs they do. And this means having quality training, learning, effective leadership and management at all levels – including, crucially, at the level of the police constable – and a continued emphasis on reducing unnecessary bureaucracy and increasing efficiency. Our aim is for a police service which encourages innovation, is more open and self-challenging and demonstrates a thirst for continuous self-improvement. We believe these changes are vital if we are to embed a true customer service culture within the police service. We set out our proposals for modernising the police workforce in Chapter Four of this paper.

#### **Effective policing from local to national level**

- 1.36 Though vitally important in its own right, the Government does not see neighbourhood policing taking place in isolation from policing at other levels. The effects of organised crime, like drugs smuggling at a national level for example,

all too readily manifest themselves on our streets and estates. We, and the police service, cannot hope to build the kind of deeper engagement with the public leading to increased trust and confidence in policing – if crime is not tackled effectively at every level.

- 1.37 Building on the spread of neighbourhood policing teams, this means having empowered police leaders at Basic Command Unit level together with strengthened partnership arrangements to reduce crime; tackling cross border crime; increased cooperation and collaboration at police force level and improved arrangements for tackling serious organised crime and terrorism. It means having national consistency about certain elements of policing like the collection and sharing of intelligence. And it means policing as a whole being supported by continued scientific and technological advances, modernised powers and systematic use of the National Intelligence Model as the core way of doing operational police business. We look at these issues in Chapter Five of this paper.

#### **Clearer, stronger methods for ensuring effective policing**

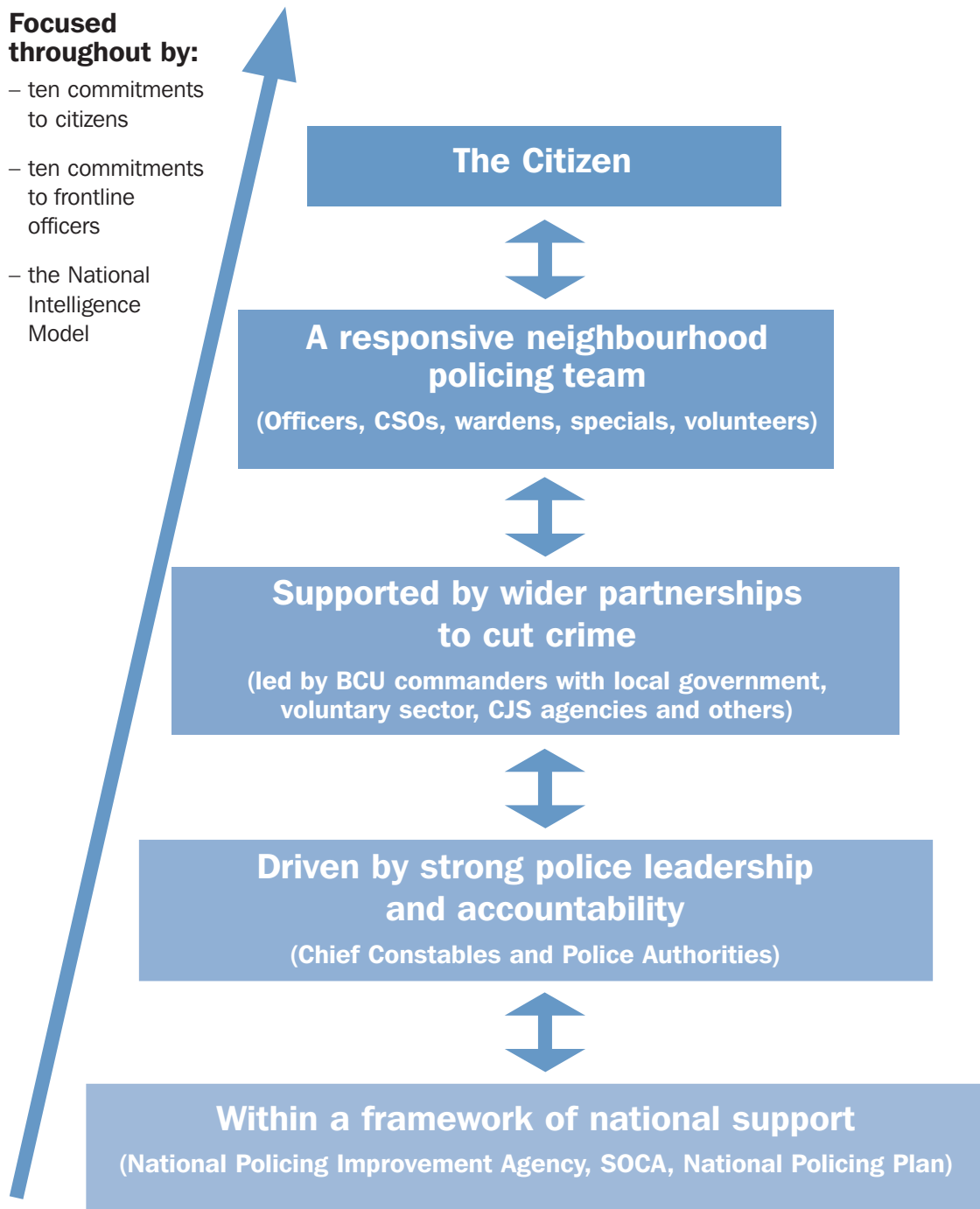
- 1.38 Again, underpinning our approach to increasing the responsiveness of, and community engagement in, policing, the Government believes that people need to be clear about who is responsible for what in terms of keeping their communities safe – and how they themselves can play a part and have a say in what their local priorities for policing should be. The public should know how well those with responsibility are performing – and how they can be held to account. For the public, how the present so-called tripartite arrangement for policing between the Home Secretary, chief constables and police authorities works is, at best, opaque. Clarifying and strengthening the existing arrangements are vital in terms of increasing trust and confidence in policing in this country. Chapter Five sets out our proposals for change to the present arrangements.



## Our Vision for Neighbourhood Policing

**Focused throughout by:**

- ten commitments to citizens
- ten commitments to frontline officers
- the National Intelligence Model



### What will reform mean to local people?

1.39 The Government is clear that the public needs to see and feel improvements if our reform programme is to succeed. In terms of the vision

for further change set out in this paper, we think that citizens should see improvements in a number of key respects – set out in the 10 Commitments below.

## 10 Commitments to the public

The Government believes that **citizens** should:

1. be and feel safer in their homes and communities;
2. know who their local police officer, community support officer and wardens are – and who is in charge locally – and how they can be contacted; and receive relevant information about what is being done to tackle crime and keep their community safe;
3. receive a much better service when they contact the police; be confident about getting help quickly in an emergency and receive a better service from the police and other agencies in dealing with calls about important but non-emergency issues;
4. be clear about the level of service they can expect from their local police; understand that the police cannot do everything themselves; but know what to do if the standard of service they receive does not come up to scratch;
5. be treated better as victims or witnesses to crimes, and have greater confidence that, if they are a victim, the offender will be caught and brought to justice;
6. be clear about the roles which the police and other partners play in tackling anti-social behaviour and crime in communities and how they can be held to account – but also have the opportunity to have a real say in how their local communities are policed with the confidence that their views will be listened to and acted upon;
7. have confidence that the police, local authorities and other agencies are working on their behalf in keeping their communities safe and be aware of and be satisfied with their overall performance in doing so – but also know the part they can play in keeping themselves, their families and their communities safe – and be encouraged to take action and responsibility themselves;
8. be treated professionally, fairly, and with respect and integrity by the police – and know how to complain if this is not the case; and see a police service which is truly representative of the community it serves;
9. be satisfied that taxpayers' money is being spent on the issues of most direct relevance to their safety and well-being; and
10. be confident that the Government is providing support in terms of resources, powers, equipment and ensuring the overall effectiveness of policing – and that it is driving a reduction in bureaucracy.

## How we will make this happen

The Government will deliver these commitments through:

1. the spread of dedicated neighbourhood policing teams across the country using the latest real time data and intelligence and backed up by the latest technology and supported by our Neighbourhood Policing Fund. We will deliver 25,000 community support officers and wardens by 2008 in addition to the Government's commitment to maintaining officer numbers;
2. new customer service standards implemented in all police forces by 2006 – which will be built on locally by contracts with communities which will set out the quality of service local people can expect to receive when they contact the police; and the introduction of a new statutory Victims Code of Practice to improve the standard of service that victims of crime receive from the police and other criminal justice agencies;
3. introduction of a single (three digit) non-emergency telephone number and a national strategy to improve call handling and response;
4. all households receiving relevant information about local policing issues;
5. clearer, stronger arrangements for holding the police and other responsible agencies to account for their performance in tackling crime, anti-social behaviour and ensuring community safety;
6. a requirement on the police and other agencies to work directly with local people to identify the problems that are most important to them – giving people real opportunities to have a say in local policing priorities;
7. introduction of a new mechanism to trigger a response by the police and other responsible agencies to particular or persistent local problems of crime or anti-social behaviour;
8. improved training across the police service; changing the way police performance is measured to include public satisfaction; and with the new National Policing Improvement Agency supporting and encouraging a new culture of customer responsiveness at all levels within the police service;
9. a particular role within local authorities for 'advocates' to support the public and ensure their voice is heard on community safety issues; and
10. the Government's continuing focus on police performance; more flexible working by the police, greater civilianisation and reducing bureaucracy to deliver the equivalent of 12,000 officers to the frontline by 2008.

## What will reform mean to those working in the police?

### 10 Commitments to the police service

For police officers and police staff, the Government believes that reform should mean the police service in this country:

1. having the support, engagement, respect and confidence of the public;
2. being freed up from bureaucratic burdens with unnecessary paperwork removed whilst maintaining a professional, accountable, thorough approach to apprehending offenders; with more police officers and police staff on the frontline supported by better IT and scientific improvements;
3. knowing that a customer service culture is both supported and valued within the police service – along with the promotion of innovative thinking and continuous professional improvement;
4. being confident that policing is being supported properly by Government – with officers and staff having the resources, powers – and equipment they need to do their jobs effectively;
5. having the flexibility to respond to, and deliver on, the things which most matter to their local communities;
6. being properly recognised and rewarded for the jobs they do;
7. being part of a more unified, integrated workforce – which is not hampered by outdated assumptions about hierarchy and status and where the best people get selected for each role; and with excellent training, learning, support and management being the norm at all levels;
8. working in an environment which respects diversity – and in which racism, sexism, homophobia and other inappropriate behaviour is freely and openly challenged and decisive action taken against offenders – and being part of a service which is truly representative of the communities it serves;
9. working in genuine partnership with others – whose roles and responsibilities in terms of community safety are clear – and who are accountable for their performance in fulfilling their responsibilities; and
10. being confident that there is a structure for, and approach to, policing which enables forces to tackle crime effectively from the very local to the force national and international level with more joined up and effective working between criminal justice agencies.

## How we will make this happen

The Government will deliver these commitments through:

1. the spread of dedicated neighbourhood policing and new methods of engagement leading to a deeper, stronger connection with the public;
2. continuing to remove unnecessary bureaucracy and offering practical assistance to forces by way of continuing improvements in scientific and technical support and the further modernisation of police powers;
3. the implementation of improved learning and development programmes for everyone in the service with national standards for Performance and Development Reviews forming the basis of coherent career development and progression; removing the existing requirement for officers to have spent a specific number of years in a particular rank before being eligible for promotion and developing identifiable career pathways for all the extension of work-based assessments for promotion as alternative to exams;
4. new, more family-friendly probationer training arrangements; the accreditation and recognition of prior learning and a national qualification for officers who complete their probations; a Core Leadership Development Programme which will improve the managerial, leadership and operational skills of police officers – focused particularly on police constables – and police staff; improved training for community support officers to better tackle anti-social behaviour and enhanced training leading to a specialist qualification for people wishing to take on Basic Command Unit commander roles;
5. multiple points of entry to the police service above the level of constable for those who can meet the relevant occupational standards;
6. removing barriers for police staff to become police officers in accordance with National Recruitment Standards and enhancing the skills and roles of police staff;
7. maintaining officer numbers and investment; increasing the flexibility of deployment of police officers and staff through better management of shift patterns;
8. the rationalisation of existing national policing bodies and the establishment of a National Policing Improvement Agency to develop good practice and work with forces to provide capacity, assistance and operational policing support – including on the development of officers and staff;
9. recruitment of officers with specific language skills; establishing a national panel of recruitment assessors from ethnic minority communities; more support for serving officers from ethnic minorities; targets for the progression of women in the service; and the introduction of a new Race and Diversity Learning and Development Programme and a duty of police authorities to promote diversity; and
10. greater freedom and autonomy where police forces and Basic Command Units have earned this through effective performance – including an ‘inspection break’ on a rolling 12 month basis and additional funding freedoms on targets for forces deemed to be graded excellent.

## When and how will change happen?

- 1.40 The Government is clear about its role in setting the national direction and strategic framework for policing in England and Wales. This is a dynamic and fast-moving environment. We have developed our agenda for further change very much in dialogue with the police service and its partners. We do not believe that a Royal Commission on police reform – which some have called for – is desirable, for the simple reason that it would not produce quickly enough the answers and the demonstrable improvements for communities which we desire.<sup>9</sup> The Government is clear that it should set the pace of further improvement. It is the role of Government to ensure equity and the provision of good services to communities across the country. This policy paper is part of that process.
- 1.41 The Government recognises though that further improvements in policing will not happen overnight. Some of the proposals in this paper will require legislation – which we will progress as soon as Parliamentary time allows. Others will need further discussion, refinement and piloting. And some improvements hinge, in part, on

changes in society itself – such as the way our children are brought up, educated and develop. But we think that other changes can, and should, be made now. We are committed to working with police forces, police authorities, their partner agencies, other Government Departments and communities to ensure that people truly see and feel improvements.

- 1.42 The detail of *how* the Government intends to deliver its vision for a better police service for the 21st century is set out in the remaining chapters of this paper. In taking forward the proposals in this paper, we are mindful of the implications for council tax. The full financial implications of the proposals set out here will become clearer as we develop these policies further. We will need to consider where costs and savings fall in the light of the accepted approach to funding new burdens. The key proposals for change are summarised in Chapter Six and in the accompanying leaflets, available at: [www.policereform.gov.uk](http://www.policereform.gov.uk). But first we begin by examining the progress to date in improving policing and the case for further reform. This is set out in the following Chapter.

<sup>9</sup> The last Royal Commission on policing began in 1960 and did not report until 1962.





# Chapter Two: More effective policing – progress to date and the case for further reform



## Chapter Two: More effective policing – progress to date and the case for further reform

**This chapter considers progress to date in improving policing in England and Wales; why further reform is necessary; and the lines along which this should develop in order to ensure that the police service of the rapidly changing 21st century is equipped to meet the needs of those it serves.**

### **Reform does not begin here – progress to date**

- 2.1 Policing in England and Wales is no stranger to reform. The last forty years have seen significant changes in the way policing is structured and carried out in this country.
- 2.2 The proposals set out in this paper represent the next important step in this Government's sustained programme to improve policing. We published a previous policy paper on police reform in December 2001, with clear proposals to improve police performance, modernise the pay and conditions of officers and take forward the process of modernising the police workforce.<sup>1</sup> We said at the time that the 2001 policy paper did not represent a one-off change for policing in England and Wales. The same is true of this paper. But in putting forward our proposals, we are clear that we are building on firm foundations and real success.

### **Key successes**

The police service, supported by the Government, has already delivered key successes:

- Overall crime has fallen by 30% since 1997, with particularly significant drops in the key volume crimes of burglary and vehicle theft.
- The likelihood of being a victim of crime is at its lowest level for well over 20 years and people's fear of crime is now declining.
- Police numbers are at an all time high, reaching almost 140,000 in August 2004 – 12,570 more than in March 1997. There are also record numbers of police staff – 67,500 – and 4,000 community support officers.
- Government funding for policing has increased by 21% in real terms since March 1997.
- We have overseen the national implementation of the National Intelligence Model as the core way of doing operational business.

<sup>1</sup> *Policing a New Century: A Blueprint for Reform* (Cm 5326).

### Key successes (continued)

- We have invested approximately £650 million at national level in supporting victims of crime, as well as giving new rights to victims and reforming the Criminal Justice System to provide better support for victims and witnesses from charge, through the trial process and beyond.
- A much stronger performance culture is now embedded within the police service.
- A new Independent Police Complaints Commission began work in April 2004.
- Amongst other ground-breaking developments, we have developed a world-leading National DNA database, which currently holds approximately 2.6 million DNA profiles.

2.3 The Government has also recognised the central importance of effective partnership working. We have established, for example, Local Criminal Justice Boards to bring together agencies like the police, the Crown Prosecution Service, the courts, probation and prison services and Youth Offending Teams. Through their partnership work, nearly 7% more offences were brought to justice in 2003-04 than in 2001-02. We have also enshrined a partnership approach to community safety in the Crime and Disorder Act 1998. There are now 354 increasingly effective Crime and Disorder Reduction Partnerships (CDRPs) in England and 22 Community Safety Partnerships in Wales, bringing key agencies together to contribute to sustained reductions in crime. The 1998 Act also introduced Anti-Social Behaviour Orders (ASBOs) to help protect communities from the kind of thuggish behaviour which can blight people's lives.

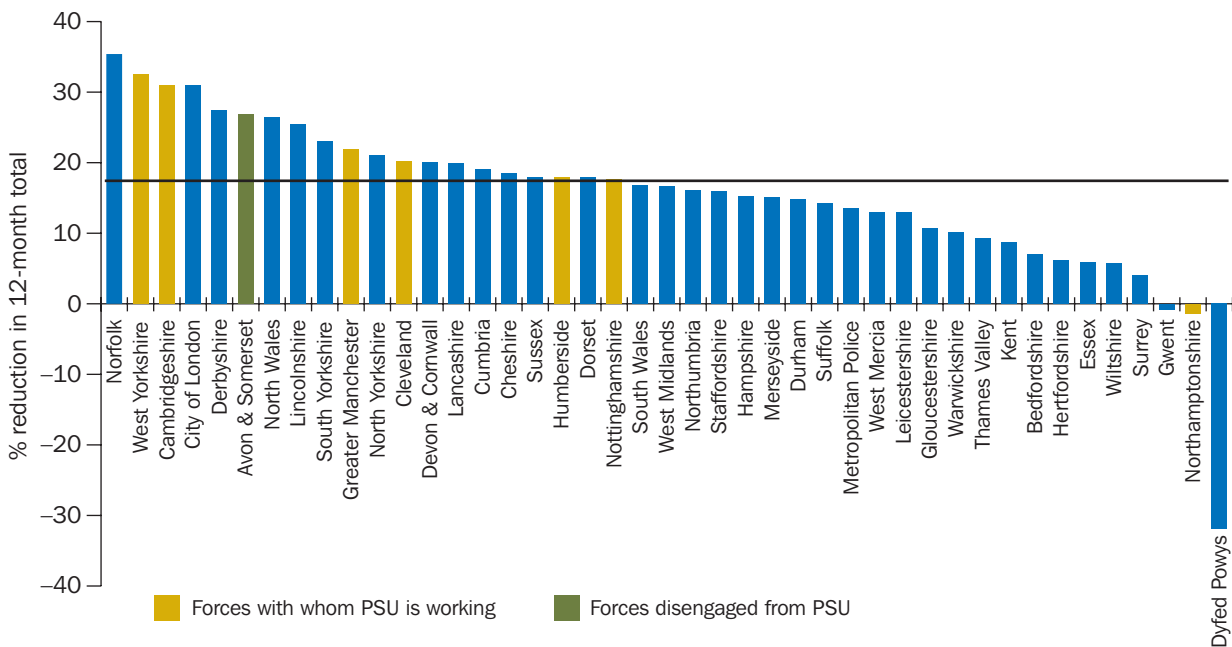
2.4 Of the successes listed above, the Government regards two particular issues to be critical parts of the bedrock on which the proposals in this paper for further improvement will be built:

- **police performance** – raising the performance of the police, and reducing the variations in levels of performance between forces, has been at the heart of the Government's agenda. We have seen a true performance culture start to take hold within forces, driven by the complementary work of the Police Standards Unit which we established in June 2001 and by Her Majesty's Inspectorate of Constabulary. Government, police forces, police authorities and, importantly, the public now have access to meaningful, effective local information about forces' performance in comparison with other similar forces. This has ensured systematic and widespread improvement. A sharp focus on raising performance will remain vital to the Government's approach to improving the overall effectiveness of policing, for the benefit of all communities.
- **National Intelligence Model (NIM)** – the Government sees the nation-wide adoption by the police service of the National Intelligence Model – which is about the professional management of intelligence to help direct policing operations – as the single most significant nationally implemented change in policing since 1997. Driven forward by the police service itself, it has been a vital step forward in terms of moving away from a reactive police service and towards one which can anticipate, prevent and fight crime more effectively at every level through the systematic build up of intelligence.

2.5 We explore these two issues further in Chapter Five of this paper.

Reduction in total of target crimes at the end of Sep 04\* from 2002/03

The Government's drive to improve performance of forces in the key crime types – burglary, vehicle crime and robbery – has shown strong results. As the chart below shows, at the end of September 04 (from forces' own data), 40 out of 43 forces in England and Wales were showing positive performance on reducing crime. Particularly pleasing is the notable position of the PSU target forces (shown in yellow) given that they were engaged because of a performance gap on reducing crime.



\*August data is used in September 2004 for Kent, Gwent, Met, Staffordshire, Sussex and Warwickshire



**Why is further change necessary?**

2.6 The early 21st century is a time of rapid change for the world in which we live. From trade to communication to travel, our modern world is defined by being able to do things, buy things and reach places more quickly and easily than ever before. We now live in a genuinely fast-moving information age where, as a society, we are increasingly confident of asserting our rights as individuals, consumers and citizens.

- 2.7 The demands which this changing world puts on the police service are substantial. The use of modern technology to move money between countries at the push of a button is an essential part of the financial industries which provide so much of this country's prosperity. But the potential they offer to organised criminals is considerable. The increase in cheap and easy travel has provided simpler ways to traffic drugs and people and made it easier for criminals to disappear. And the international terrorist networks, which our police service does so much to combat with the security and intelligence services, thrive on the freedoms offered by the modern world in their attempts to destroy it.
- 2.8 The scale of this change reflects itself in the way individuals, families and communities feel about their safety and security. Despite the major falls since 1997 in exactly the types of crime most likely to affect people personally – burglary, car theft and robbery – fear of crime, though declining, has not fallen in equal measure. The Government believes this partly reflects particular problems with anti-social behaviour, which it is working hard to address. But it also highlights the fears and insecurities resulting from the rapid changes which our society has gone through over the last ten years.
- 2.9 These factors are, in themselves, significant drivers for further change. And they form the backdrop to the approach contained in this paper of making policing better and bringing about

further reductions in crime and anti-social behaviour and people's fear of crime and anti-social behaviour. The Government sees some specific challenges here, which we explore below. It is these challenges which this policy paper is seeking to meet in order to achieve the overall objective of beating crime and building communities.

### **Crime is falling – but it is still too high**

- 2.10 Overall crime has fallen by 30% since 1997 – including a fall of 5% in the last year.<sup>2</sup> The risk of becoming a victim of crime is at its lowest level since the British Crime Survey (BCS) began in 1981 and is one-quarter lower than in 1997, which means 3.3 million fewer people falling victim to crime now than just seven years ago.<sup>3</sup> When compared with other European cities, London comes out on top in a number of categories, including low crime rates.<sup>4</sup> The Government's focus on 'volume crimes' such as burglary, robbery and vehicle crime has led to particularly noticeable results. For example, the action of the police supported by the Crime Reduction Programme, which has funded over 170 projects at a cost of £340 million, has helped to reduce burglary by 42% since 1997. And the Street Crime Initiative, which has involved a wide-range of agencies (including businesses such as mobile telephone companies) working in partnership to deliver a programme of practical measures in response to a sharp rise in robbery, has resulted in a 24% fall in robbery in the 10 police force areas involved in the initiative during its first two years, with robbery continuing to fall.<sup>5</sup> These achievements

<sup>2</sup> Based on interviews in the British Crime Survey for the 12 months to March 2004 compared to the 12 months to March 2003.

<sup>3</sup> *Crime in England and Wales 2003-2004*.

<sup>4</sup> Eurostat (European Union's official statistical body) which is produced every 5 years. The analysis confirmed London as the only city in Europe able to compete on the world stage with cities such as New York and Tokyo.

<sup>5</sup> *Crime in England and Wales Quarterly Update 2004* – recorded crime figures show a 15% decline in robbery in England and Wales in April to June 2004 compared with a year earlier.

highlight both the importance and the potential of partnership working in tackling crime. They also demonstrate the clear role for Government in identifying issues of public concern, determining clear objectives and galvanising key partners in order to bring about improvements.

- 2.11 However, while these successes are real and substantial, crime in England and Wales remains too high, both in absolute terms and in comparison with other European countries and North America.<sup>6</sup> That is why we have committed ourselves through the new Public Service Agreement target from April 2005 to reduce crime by a further 15% from 2002-03 to 2007-08, and by more in high crime areas, with a particular focus on targeting prolific and priority offenders.<sup>7</sup>

### **Prolific and other Priority Offenders Strategy**

Home Office research indicates that the most prolific 5,000 offenders in England and Wales commit some 8-9% of all crime. That is why the Government has developed a strategy focused on preventing young people from becoming prolific offenders, as well as targeting those who are already prolific offenders in order to put an end, once and for all to the havoc they create for the communities in which they live. The strategy, which involves a range of agencies targeting their efforts on this key group of offenders, went live nationally in September 2004.

- 2.12 The make-up of violent crime and the extent to which it comes to the attention of the police represents a particular challenge in the fight against crime. The number of violent incidents has fallen by 36% since a peak in 1995 and is currently stable. Half of all violent incidents reported to the British Crime Survey did not result in any injury to the victim. Nevertheless, violence committed by strangers has not reduced, whilst violent crimes recorded by the police are rising, with inevitable consequences for people's sense of insecurity. Gun crime represents a particular area of public concern – while the overall level of gun crime in this country is relatively low and the most recent figures indicate some levelling off, there has been a rise in recorded gun crime.

- 2.13 Demand on the police is also affected by drug use. Drug testing of arrestees in pilot sites in England and Wales suggests that users of heroin, crack and/or cocaine commit six times more offences than non-drug users.<sup>8</sup> Added to this, an increase in the consumption of alcohol, especially amongst women and young people, has placed new demands on the police. Almost half of all violent crime is alcohol related.<sup>9</sup> Alcohol-fuelled crime and disorder is particularly manifested in the night-time drinking culture in town and city centres, resulting in increased levels of demand for policing in these areas. That is why the Government, through a joint ACPO/Police Standards Unit led campaign which has been undertaken in partnership with the Department for Culture, Media and Sport, the

<sup>6</sup> The most recent International Crime Victim Survey from 2000 indicates a higher level of crime, especially violent crime, compared to these other countries. The International Crime Victim Survey is a standardised survey, which uses exactly the same questions in all participating countries, carefully translated where necessary.

<sup>7</sup> The Office of the Deputy Prime Minister's fire PSA target, which is to reduce the number of accidental fire-related deaths in the home by 20% and the number of deliberate fires by 2010, contributes to this crime PSA.

<sup>8</sup> Holloway and Bennett (2004) The results of the first two years of the NEW-ADAM programme. Home Office.

<sup>9</sup> Government Alcohol Harm Reduction Strategy 2004.



## Knives

The growing use of knives is another issue of increasing public concern to which the police and other agencies must respond. Figures in relation to homicide show that homicides involving a sharp instrument are in the largest single category of homicides and, although the proportion of total homicides which they represent is lower than 10 years ago, the number has been rising by small amounts since 1996 and rose sharply in 2001-02. Metropolitan Police Service data shows that there were nearly 6,600 knife-related crimes in 2004, which represents an 18% increase compared to 2003. Clearly these statistics call for action. That is why:

- We are seeking to fill the gap in our knowledge about the extent and nature of knife crime as a first step towards an evidence-based strategy. Work at community level is likely to form a substantial part of the strategy, as it has with our work on tackling gun crime.
- The Metropolitan Police Service intends to undertake an initiative to deter young people from carrying knives on the streets of London. This was initially piloted in three Boroughs and is due to be rolled out shortly across the remaining 29 London Boroughs.
- Work is on going with the Department for Education and Skills, the Home Office, ACPO and schools on how and when the police might be used to augment preventative and culture-changing measures in schools.
- We are looking at where existing legislation might be tightened.

The growing number of incidents of crimes involving knives must be checked. The Government is fully committed to driving down this trend to make our communities, streets and schools safer.

Local Authorities Co-ordinators of Regulatory services, the alcohol industry and trading standards officers, has cracked down hard on issues such as binge and underage drinking, with initially very encouraging results. A new campaign is planned for the Christmas/New Year period. The Licensing Act 2003 will encourage well-run premises to offer alcohol at more flexible opening hours, while bearing down heavily on those premises considered to be too lenient in dealing with drunkenness, binge-drinking and disorderly behaviour.

2.14 Tied to the commitment to reduce crime is a desire on the part of the Government to reduce people's fear of crime. Although both crime and the fear of crime have fallen, people's perception that crime is actually falling – and in turn their sense of security – remains too low.<sup>10</sup> Violent crime bears some responsibility for this perception. But for many people it is the kind of anti-social behaviour and disorder they see taking place unchecked in their neighbourhoods which dominates their perceptions.

<sup>10</sup> Findings from the BCS 2003-04 show that fear of crime has fallen compared with the previous year, with falls in the proportion of people with high levels of worry about burglary, car crime and vehicle crime. However, despite this reduction, 48% of the public still thought that crime in their area had increased over the previous year.

2.15 Respect for each other and the areas in which we live is at the heart of strong communities. Anti-social behaviour undermines our communities, creating an environment of fear and neglect where more serious crime can take hold. It is for these reasons that the Government has placed a very high priority on tackling anti-social behaviour. Largely as a result of this emphasis – and of initiatives such as the TOGETHER campaign<sup>11</sup> and Anti-Social Behaviour Prosecutors which have derived from it – public concern about the problem of anti-social behaviour is now falling.<sup>12</sup> But, as with other issues around tackling crime and disorder, more needs to be done. That is why, in addition to the ten “Trailblazer” areas already established, dedicated anti-social behaviour resources and support are to be introduced in a further 50 action areas.<sup>13</sup> If we are to reduce insecurity and the fear of crime, the police and their local partners must keep up the momentum in tackling anti-social behaviour – to shift the balance of power from the minority who spread fear and distress to the majority who want to win back their neighbourhoods for themselves and their children.

2.16 The British Crime Survey (BCS) is central to being able to measure crime and the fear of crime accurately. The BCS measures crime as people experience it, providing a very reliable indicator of crime levels and trends, as well as how to tackle these effectively in a way which will then impact positively on perception.

## The British Crime Survey

The British Crime Survey provides the most complete, reliable and robust assessment of crime, covering all crime including both reported and unreported crime.<sup>14</sup> The survey is conducted through 50,000 interviews each year, making it one of the largest surveys in the UK, and its high quality design provides results of the highest level of statistical accuracy available.<sup>15</sup> The BCS asks interviewees how often they have been victims of crime and elicits their perceptions and fears. The same questions are asked each year, allowing a ‘like for like’ comparison of patterns of crime over time.

<sup>11</sup> “Together: Tackling Anti-Social Behaviour” – details available at [www.homeoffice.gov.uk/crime/antisocialbehaviour](http://www.homeoffice.gov.uk/crime/antisocialbehaviour)

<sup>12</sup> The BCS for 2003-04 showed that 16% of people in England and Wales perceived a high level of disorder in their local areas, a reduction from the corresponding figure of 22% in 2002-03.

<sup>13</sup> Confident Communities in a Secure Britain – page 15.

<sup>14</sup> In 2003/2004, the BCS estimated that only 42% of incidents were reported to the police and this figure varied considerably across crime types.

<sup>15</sup> Both the criminological and policing communities respect the BCS as an authoritative and reliable measure of crime trends. Many police forces use the survey as a tool for designing their own surveys. The BCS has also been widely used by academics.



## The British Crime Survey (continued)

In contrast, **recorded crime** – as reported to the police – is affected by how willing the public is to report crime. It is also influenced by changes in rules and practices for recording crime by the police, providing therefore a less robust comparative measure. As a result of continuing differences between forces in recording, the Association of Chief Police Officers developed a new National Crime Recording Standard (NCRS), to bring greater consistency between areas, which was adopted across all police forces from April 2002. NCRS, in combination with increasing public confidence in reporting crime, has led to the recording of more offences in some areas. As a result, much crime is now being recorded which was not previously registered and monitored, allowing the police to respond effectively to areas of greatest concern. These developments mean that while overall crime levels have fallen substantially, the proportion of those recorded by the police has risen.<sup>16</sup>

2.17 Policing in England and Wales must accordingly be responsive both to levels of crime and to the factors which contribute to them. The police reform programme must enable rather than inhibit such responsive policing in order to maximise the ability of the police to spot new crime and social trends and respond quickly and effectively to them. Community intelligence, supported by the National Intelligence Model and up to date modern policing methods such as real time data, is fundamental and, to be fully responsive, the police service must work closely with the communities it serves. That is why our plans for further reform of the police service, as set out in the remainder of this paper, focus on how the police can develop and encourage the type of neighbourhood policing which can help continue to bring down crime, while tackling people's fears and insecurities effectively.

### Increasing the responsiveness and customer service of the police

#### Neighbourhood Policing

2.18 Focused local policing, with a community which is genuinely engaged, is essential to fighting crime and building a stronger society. A community that feels it is part of the solution can work successfully with its local policing team to play a real part in reducing crime and anti-social behaviour. That is why the Government is committed to providing effective, accessible neighbourhood policing to deliver increased confidence and security. The pledge for community support officers to be available in every town and city by 2008 to complement the work of police officers is a part of this. But

<sup>16</sup> It is estimated that the crimes counted in 2002/2003 were 10% higher than they would have been under pre-NCRS recording, particularly in relation to violent crimes against the person, reflecting a change in recording practice as opposed to a real increase in crime.

effective neighbourhood policing is about more than just more ‘bobbies on the beat’. It is about dedicated resources for neighbourhoods, which are used to respond to neighbourhood level priorities. Central to this is engagement with communities, with a focus on public involvement not only in identifying problems but in prioritising action and shaping and participating in solutions. Neighbourhood policing is what communities want, as was made clear in response to ‘Policing: Building Safer Communities Together’,<sup>17</sup> and we expect to see forces and authorities continue to adopt the neighbourhood policing approach considered in detail in Chapter Three.

#### Customer service

- 2.19 A necessary first step towards this approach – as well as being of fundamental importance in its own right – is creating a more customer-focused police service, in which members of the public feel satisfaction and confidence. If people feel confidence in the police they are more likely to be prepared to help them, for example by acting as a witness. They are also more likely to actively engage in the fight against crime.
- 2.20 Compared with some other professions, the police continue to be held in high regard – the highest of all of the Criminal Justice System agencies. However, despite the fact that police numbers are now at historically high levels, public satisfaction with policing – while still high overall – is declining. In 2002-03, 75% of people felt that

the police in their area did a good job, compared with 82% and 92% in 1992 and 1982 respectively.<sup>19</sup> And, unlike services such as hospitals and schools, when people have contact with the police, their confidence in the service declines. This is a worrying situation given the key role that the police play within communities.

- 2.21 It is particularly worrying in its application to victims and witnesses.<sup>19</sup> Evidence shows, not surprisingly, that how the police respond to victims and witnesses determines whether or not they continue to engage with the criminal justice process. Getting this right is therefore vital not only to increasing the satisfaction of victims and witnesses but also in bringing more offences to justice. There has been a strong commitment both nationally and locally to improving the Criminal Justice System for victims and witnesses and much progress has been made. But clearly there is much more still to be done to ensure that the police provide the high quality service which victims and witnesses rightly expect.
- 2.22 The Government is committed, therefore, to improving public satisfaction and confidence in the police, including that of victims and witnesses, wherever and whenever contact takes place. In order to be effective, the police need to be able to perform their duties with the active co-operation, not just consent, of local communities. This means exercising these duties fairly and effectively. Use of the police powers to stop and search in a way in which communities have trust and confidence is a critical case in point.

<sup>17</sup> *Policing: Building Safer Communities Together – Summary of Consultation Responses* – available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

<sup>18</sup> British Crime Survey (BCS)

<sup>19</sup> Victim satisfaction with the police dropped by 10% between 1994 and 2002 and black and minority ethnic victim satisfaction with the police is much lower than amongst white respondents.

## Stop and Search

The Government supports the police powers of stop and search and believes them to be an important tool in the prevention and detection of crime when used in a targeted and intelligence-led way. The Government is clear that these powers must also be applied in the least bureaucratic way possible. However, coupled with this is the need to bring greater accountability, openness and transparency to this area of policing and to maintain the trust and confidence of communities in the powers of stop and search. That is why the Home Secretary has set an end date of 1st April 2005 by which all forces must be recording stops – a requirement which arises from Recommendation 61 of the Stephen Lawrence Inquiry Report.

The Government has set up a Stop and Search Action Team to ensure both that the use of stop and search powers is fair and as effective as possible in the prevention and detection of crime, and that the powers are being used proportionately. The team has been tasked with bringing about practical change on the ground by reducing the unequal use of stop and search in relation to different groups of the population and increasing community confidence in this police power. As part of its work programme, the Stop and Search Action Team has commissioned research into the fairness of police practices, targeting and different groups' use of public space. This research will be used to inform policy proposals on measuring disproportionality. The Stop and Search Manual, for use by the police service and police authorities, will be published in Spring 2005.

2.23 Improving public satisfaction and confidence also means doing more to improve the customer-service provided by the police – how people are treated when they visit police stations, for example, or when they telephone the police. In recent baseline assessments of forces by Her Majesty's Inspectorate of Constabulary,<sup>20</sup> call handling was ranked second to bottom of the components of policing being inspected and no forces were ranked as excellent. These findings in part reflect the fact that the police provide the only 24 hours a day response number. They are nonetheless unsatisfactory. Serious improvement is needed and this, including the development of national minimum standards of quality of service and the establishment of a single three-digit non-emergency number for accessing local services, is considered in greater detail in Chapter Three of this paper.

### Community engagement

2.24 Creating a more responsive and customer-focused police service is also integral to the Government's vision of strong, active and empowered communities which, amongst other things, can take a shared responsibility for preventing and reducing crime. Economic and social regeneration go hand in hand with both providing basic security and building confidence within the community to be part of the solution. This includes engaging with people to ensure the basic security of their homes and cars and raising people's confidence and therefore preparedness to help the police. But it is also about much more. The police must work with local communities to tackle local problems and work in partnership to deliver real change, instilling a sense of responsibility and moving away from a passive dependency culture.

<sup>20</sup> The baseline assessment process is a new methodology reflecting the changing environment in which police forces and authorities are operating. It is designed to set out comprehensively the strengths of each force and the areas where it should improve. The assessments are available at [www.homeoffice.gov.uk/hmic/ba.htm#summaries](http://www.homeoffice.gov.uk/hmic/ba.htm#summaries)

2.25 That is why the Government is committed to giving local people a greater say in determining local community safety priorities and building their capacity and opportunities to participate in reducing crime. In part, this will involve developing and encouraging engagement that already exists. Successful burglary reduction schemes, for example, have tended to include residents as stakeholders and effective community engagement. Special constables are a very real example of active citizens, offering their time and skills to improve local safety. Neighbourhood Watch, which the Government is committed to strengthening and revitalising, plays a key role in crime prevention. And there are already new ways of working with communities – such as Street Leaders in Southwark and community ‘guardians’ in Leicestershire – identifiable across the country. However, giving local people a greater say will also involve introducing new methods of engagement, such as giving people the ability to “trigger” action in response to local problems, which are considered further in Chapter Three of this paper.

### Southwark Street Leaders

The Southwark Street Leaders scheme is one of a number of initiatives which seek to make the borough’s neighbourhoods cleaner and safer. Set up in 2003, the scheme operates as a partnership between more than 100 local residents and a team of Southwark Council support staff. Street Leaders volunteer to keep an eye on the streets they pass through whilst going about their day to day lives. They make a commitment to report any ‘environmental crimes’ and eye-sores such as dog mess, graffiti and fly-tipping to the council, which then ensures that the problem gets dealt with quickly.



### Building a modernised police workforce

- 2.26 The key measure of reform and indicator of success for a public service must always be whether or not the public itself sees and feels a difference. However, whether the police service feels that improvements have been made is also important. Building a modernised police workforce is central to this. It is also integral to the delivery of the responsive, customer-focused policing described above.
- 2.27 Much progress has already been made. The total police workforce now stands at nearly 225,000, compared with 192,000 in March 2000, and these record resources are increasingly being deployed to boost the proportion of time which skilled, trained police officers can spend on frontline policing. The Government and the police service have, for example, improved the status, training and legal framework for police staff in order to enhance their ability and ease the burden on police officers. An increasing number of civilian staff are undertaking station-based tasks such as case preparation, which would previously have been allocated to officers. We have introduced more flexible pay and conditions. And we have gone some way to reducing red tape, with over 7,700 forms now obsolete across all 43 forces.

These changes will help the Government to meet its commitment to free up the equivalent of at least 12,000 officers to the frontline by 2007-08.<sup>21</sup>

- 2.28 However, although progress has been made, the Government realises that more radical change is needed if the police service is to be enabled to build a truly modernised police workforce. The service and the Government must do more, for example, to eradicate unnecessary bureaucracy within the service. Further training and development for the whole police workforce is vital if we are to achieve the culture change necessary to introduce a truly modern and responsive police service. And we remain particularly interested in the greater empowerment and development of police leaders at Basic Command Unit level.
- 2.29 One of the biggest challenges which we face, as the “Secret Policeman” documentary showed only too clearly, is rooting out racism and creating a genuinely open and diverse police service. There is no place for racism or any other form of discrimination in a modern and responsive service. Eradicating this involves not only identifying and removing discrimination within the police service but also actively promoting diversity within the service so that it can mirror, and draw strength from, the diversity of the communities which it polices. This, along with our other proposals to build a more modern police workforce, is considered further in Chapter Four of this paper.

### **Ensuring effective policing from local to national level**

- 2.30 At the heart of our reform programme is the desire to create a more responsive and customer-

focused police service. However, if we are to fully succeed in achieving this we must also ensure that we have the right national infrastructure, organisation, resources, policing methods and legal framework for the police to fight crime at all levels, including the national and international threats posed by organised crime and terrorism. This should be seen in the context of an increasingly complex and insecure world, whose challenges must be met if we are to create and maintain a safe and secure society. The growth of organised crime and the changing terrorist threat have demanded a significant shift in the way we operate.

### **Terrorism**

- 2.31 Clearly terrorism is not a new concept. It is, however, qualitatively and quantitatively different in nature to the past, as ACPO highlighted in their National Strategic Assessment published in May 2004.<sup>22</sup> The nature of the threat has changed since the September 11 attacks: it is now not only from established groups with clearly defined targets, but also from loose-knit networks of individuals with a far broader agenda. We now face international terrorists with a high degree of loyalty to their cause, intent on causing mass casualties and willing to mount suicide attacks, which means policing methods can no longer count on the terrorist wanting to escape unharmed. The Al Qaeda terrorism network, for example, may strike anywhere, at anytime and using any means. Terrorism remains, therefore, one of the most challenging crimes facing police forces nationally. As we made clear in the Home Office Strategic Plan, doing everything possible to prevent a major act of terrorism on UK soil is the single biggest responsibility for the Home Office, the Security Service and the police.

<sup>21</sup> Confident Communities in a Secure Britain – page 65.

<sup>22</sup> Available at [www.acpo.police.uk](http://www.acpo.police.uk)



2.32 That is why the Government has put a large amount of resources and effort into the fight against terrorism. An additional £330 million was provided for counter-terrorism and policing in the 2002 budget. There will be an extra 1,000 staff in the Security Service by 2008. And there has been a significant expansion of Special Branches, with an additional £90 million of funding allocated for 2005. We have also undertaken a major overhaul of protective security and resilience arrangements; set up the Asset Recovery Agency, with tough powers to seize assets from organised criminals; and toughened our laws to give the police the powers they need, including extending the time available to question terrorist suspects from 7 to 14 days, which has already proven its worth.

2.33 So, much has already been done – but we cannot relax our efforts if we are to defeat the ongoing terrorist threat. The consultation paper published in February 2004, in which we set out some ideas on how to modernise and broaden further our anti-terrorism laws, should be seen in this context.<sup>23</sup> The same is so of the continued regionalisation and co-ordination of Special Branches to match the expansion of the Security Service. On top of this, we will be making it more difficult for terrorists to use fraudulent identities through our plan to introduce biometric identity cards by 2008. Together with our investment in high-tech border controls, this will complement the tough laws which have already deterred terrorists from using the UK as a base.

### Organised crime

2.34 Organised crime has also become increasingly developed and sophisticated, again fuelled by the changing world in which we live. The use of new technologies such as the internet creates new criminal opportunities like viruses, hacking and denial of computer service, as well as making scams, fraud and trade in illegal goods cheaper and more effective to carry out on a national and international basis. These new technologies also enable crimes such as paedophilia and people trafficking to be carried to new levels of speed and sophistication. Increased travel and migration and more mobile communities have also contributed to this growing sophistication.

Organised criminals have, for example, taken advantage of easier travel to bring in more Class A drugs to feed a core group of drug users whose chaotic lives cause crime and anti-social behaviour. As ACPO highlighted in their National Strategic Assessment published in May 2004, the ability of organised criminals to adapt and respond to opportunities and threats make them hard to tackle; the law enforcement response needs to keep pace.

2.35 In response, we have already announced our intention to create the Serious Organised Crime Agency (SOCA) by 2006. This will be a groundbreaking new national organisation bringing together some 5,000 law enforcement agents and specialists, who have up to now worked in a number of separate organisations, in order to stay one step ahead of organised criminals. The challenge in terms of policing will be to ensure that the structures and mechanisms we have in place at police force level will dovetail seamlessly with SOCA, while maintaining crucial connections and collaboration both upwards and between forces.

<sup>23</sup> Available at [www.homeoffice.gov.uk/terrorism/reports/other/html](http://www.homeoffice.gov.uk/terrorism/reports/other/html)

### Structures and standards

- 2.36 The Government is very clear that police forces need to be given sufficient flexibility to deliver on local priorities. The new Public Service Agreement target from April 2005 to reduce crime by a further 15%, and by more in high crime areas, from 2002-03 to 2007-08 should be seen in this context. This broader target will give police forces and authorities, together with their communities and partners, greater flexibility to target the crimes that are of the most pressing local concern and which collectively can achieve the shared goal to reduce crime. At the same time, this flexibility has to be set within a context in which the Government remains responsible for setting national standards, priorities and systems to ensure the overall effectiveness of policing in this country. The need for a framework and structure to achieve this is substantiated by the Bichard Report into the Soham murders, which clearly indicated that there is more to do in managing intelligence between forces, and is considered further in Chapter Five of this paper.<sup>24</sup>
- 2.37 Chapter Five also considers the need for the police service to be answerable to the communities it serves and the importance of this in relation to responsiveness. Home Office research undertaken with the Association of Police Authorities indicates a general consensus that the public does not have a sufficient say in decisions about policing and that people want better communication, information and involvement.<sup>25</sup> The vast majority of people involved in the research had not heard of police

authorities. The few that had heard of them generally did not know what they were or what their role was. Responses to *Policing: Building Safer Communities Together* conveyed a similar message, revealing a strong desire from all quarters to ensure that the police were more visible and accessible, to give local people a greater say in determining local community safety priorities and to strengthen accountability in policing. Current arrangements need to be bolstered and simplified to ensure that the public is clear about who is responsible for what, how well they are performing and how they can be held to account. The proposals outlined in both Chapters Three and Five seek to achieve these objectives.

### So we need to go further

- 2.38 Across the public sector we are looking at fundamental reform of how services are delivered to the citizen in a way which combines choice, excellence and equity. We are not looking for “one size fits all” solutions. We will continue to invest in capacity and keep a focus on driving up standards and performance.
- 2.39 Our aim is to put an entirely different dynamic in place to drive public services: driven by the user – in the case of policing and community safety, by the law-abiding citizen. The remainder of this policy paper sets out our specific proposals to put the law-abiding citizen at the heart of our reform programme. By getting this right we can all play our part in ensuring that the police service of the 21st century is equipped to meet the needs of those it serves.

<sup>24</sup> The Government is coordinating a programme of implementation in response to the Bichard Report. Work on this is being taken forward as a matter of urgency with the aim of being able to demonstrate substantial progress by early 2005.

<sup>25</sup> The Role of Public Authorities in Public Engagement, published 4 November 2003 – available at [www.homeoffice.gov.uk/rds](http://www.homeoffice.gov.uk/rds)





# Chapter Three: A new relationship between the police and the public – building trust and confidence



## Chapter Three: A new relationship between the police and the public – building trust and confidence

### *What we want to achieve:*

- **accessible and responsive neighbourhood policing that is capable of dealing with 21st century challenges of crime and anti-social behaviour across all forces;**
- **every community to benefit from this style of policing and to know who is responsible for their area with dedicated policing teams in place and 25,000 community support officers and wardens by 2008;**
- **a new culture of customer responsiveness within the police service, with guaranteed standards of customer service whenever anyone has contact with the police; and**
- **real opportunities for local communities to have a say in local policing priorities.**

### **Key proposals:**

- programme to roll-out neighbourhood policing across all forces and provide training and skills for police officers and staff, together with a new Neighbourhood Policing Fund;
- continuing drive on reducing bureaucracy to help free up the equivalent of 12,000 officers to the frontline by 2008;
- all forces to implement customer service standards by 2006;
- National Policing Improvement Agency to drive customer service culture in all forces;
- changes in the way police performance is measured to reflect the priorities of the public and their views about police services;
- single non-emergency telephone number and strategy to improve call-handling;
- a requirement on the police and other agencies to work directly with local people to identify and tackle the problems that are most important to them; and
- the right for local communities to trigger action by the relevant agencies to deal with acute or persistent problems of crime and anti-social behaviour.

### **A new relationship between the police and the public**

- 3.1 The Government's aim is to put people at the centre of public services. With increasing investment, the public rightly has increasing expectations of the quality of the services it receives. Providers of services across the public and private sectors are facing mounting external pressures from a more demanding consumer culture and an environment where communities are becoming increasingly diverse, complex and mobile. Policing is no exception.
- 3.2 Added to these pressures for change is the place occupied by the police service in our shared idea of community. The local police serve as a focus for communities' sense of safety and security. As well as those who have direct contact with the police, everyone benefits from the services provided by the police on a daily basis. As such the police service has a unique value and importance to the public.
- 3.3 But the relationship between the public and the police is not only critical to people's feelings of safety, fear of crime or confidence. It is also essential to the continued effectiveness of the police in tackling crime and disorder and bringing offenders to justice. Bringing about safer and more secure communities is dependent on the co-operation and support of members of the public, for example, by people providing information leading to the arrest of criminals involved in dealing drugs and gun crime and acting as witnesses when cases come to court. Local communities are often best placed to find the most appropriate and long-term solutions to problems of crime and anti-social behaviour.
- 3.4 Forging a new relationship between the police and the public – in which there is active collaboration between the police, their partners and citizens in the delivery of policing services – is the underlying principle on which our proposals are based. We recognise that effective policing will only be sustained over the long term when it is citizen-focused – responsive to people's needs and performed as a shared undertaking *with* the active involvement of the public. But in order to engage and be involved, people must have a basic confidence that they are guaranteed high standards of service; that policing in their area reflects and responds to their needs; and that they have genuine opportunities to become involved on their own terms. The Government recognises that there is already much good work underway in a number of forces that is proving successful. We want to build on this and bring all forces up to the same high standard.
- 3.5 Tackling crime and reassuring the public go hand in hand – to pursue one at the expense of the other may work in the short term but over the long term is unsustainable. We want a situation where a two-way exchange of information between the police and the public leads to improvements in crime reduction and ever increasing levels of trust and confidence. There are real wins here for the police, the public and society in general.

### **Neighbourhood policing for today's world**

- 3.6 Revitalising the policing of neighbourhoods for today's world is central to the Government's approach to improving policing in this country. Despite year on year reductions in crime, the public's fear of crime remains too high. Many people are, understandably, not convinced that

## Guardians in Leicestershire

The approach to policing in Leicestershire is based upon the philosophy of ‘right people, right numbers, right place’. The ‘right people’ starts with a clear understanding of the fundamental policing role as community ‘guardians’, where the emphasis is upon relationship building, listening and problem solving.

Every police officer is given their own unique part of Leicestershire to oversee as ‘guardian’, the size and nature of which depends upon local issues but could be an estate, shopping area or village. Although routine demand means they cannot be present all the time, the ‘micro-beat’ is a constant default which they must return to and oversee. Promotion, movement into specialist departments and bonuses are increasingly dependent on an officer’s impact on improving the quality of life in their area.

crime is going down if they do not see and experience effective and responsive policing themselves – in their neighbourhoods and communities; and when they have contact with the police. A positive experience of policing is also vital to building people’s trust and confidence in the police service itself.

- 3.7 But unlike previous community policing initiatives, the new style of neighbourhood policing being advanced by the Government in partnership with the police service will not just be about delivering public reassurance, as important as that is. Excellent police forces today can and should be about reassuring the public and preventing and detecting crime. And importantly for the Government, its approach to neighbourhood policing involves harnessing the energies of local communities and partners to exchange information and work together to continue to reduce crime and anti-social behaviour and improve the number of crimes detected and offences brought to justice. Establishing effective and responsive neighbourhood policing is essential to making this happen.

## How will this approach to neighbourhood policing operate in practice?

- 3.8 The Government recognises that a number of police forces in England and Wales are already putting in place what is needed for a successful neighbourhood policing approach. We want to build on this good practice.
- 3.9 The critical starting point for the Government is forces having dedicated teams of police officers and community support officers, working in concert with wardens and other members of what is sometimes referred to as the ‘extended police family’ to provide a visible and accessible presence in communities. Ongoing workforce modernisation pilot schemes are providing valuable evidence of the impact so-called ‘mixed economy’ teams can have in neighbourhoods and beyond. We want such teams to develop a genuine sense of being responsible for and ‘owning’ their local areas. This means the police involving communities in negotiating priorities for action and, together with partners and the communities themselves, finding lasting solutions

to local problems. We talk about this kind of engagement further in paragraphs 3.45 onwards below. But more than this, we are clear that neighbourhood policing for today's world must be intelligence-led, which involves the systematic adoption and application of the National Intelligence Model. So along with greater accessibility and responsiveness to people's concerns and needs, the roll-out of neighbourhood policing will mean a more proactive, problem-orientated approach being taken to local issues.

3.10 The Government has been engaged in a programme of pilot initiatives and research to understand the essential elements of a successful neighbourhood policing approach. We have also been able to draw on the experience of forces both in this country and abroad. Neighbourhood policing will not mean a one-size fits all approach, but we believe that effective models will share the following features:

- dedicated resources for neighbourhoods which include the extended police family, but where numbers, staffing mix, skills and powers available are appropriate to the particular needs of the neighbourhood;
- an emphasis on local problem solving with mechanisms in place to identify and respond to neighbourhood level priorities and to draw in additional resources from other levels and partners where necessary;
- engagement with communities, using a range of methods appropriate to the communities concerned;
- a focus on public involvement not only in identifying problems but in prioritising action and shaping and participating in solutions, along with police and partners; and
- mechanisms in place to target resources at local priorities and to hold police and partners to account for tackling neighbourhood problems.

### Neighbourhood Policing in Merseyside

In April 2001, Merseyside Police introduced a new style of policing in order to re-engage with the public.

Neighbourhood policing redeploys response officers into dedicated teams in each of forty-three neighbourhoods led by an inspector who is accountable for the policing needs of that community – a mini chief constable of the community. The inspector has a team typically consisting of three sergeants and sixteen constables as well as community support officer support.

The aim was to give residents in Merseyside a familiar and reassuring local police service, empowering communities to determine policing priorities. In order to achieve this, the force needed to completely change its structure and systems, and required a performance focus on public satisfaction and confidence.

In the last three years, crime has not only been reduced, but surveys have shown increases in public satisfaction. Robbery has reduced by 25% and vehicle theft has reduced by 24%. Street interview surveys have shown levels of confidence and satisfaction in the police have risen by 10%.



3.11 Effective neighbourhood policing is therefore about more than satisfying a public desire for more ‘bobbies on the beat’ and cannot be seen as an activity that stands in isolation from the rest of policing. To be successful, neighbourhood policing needs to apply the same intelligence-led approach that has been so successful at tackling volume crime and serious organised crime. People who are living within communities blighted by violent or drug-related crime know that it is not just ‘quality of life issues’ that concern local communities. There is not a quick fix. Their priorities often link directly to policing issues which cross force boundaries such as drug importation and trafficking. Many of the problems facing communities have existed for decades and will take time to resolve. But putting in place dedicated neighbourhood teams can build up relationships of trust with local communities over time. These teams are ideally placed to monitor issues and tensions within the community. We see an essential part of their role to be gathering community intelligence, which must be fed into the National Intelligence Model process.

3.12 To be successful – and to avoid replicating the problems with previous approaches to community policing – the Government is clear that its approach to neighbourhood policing must not be seen as some kind of bolt-on or distinct activity by police forces. Effective neighbourhood level policing requires proper integration with other policing functions such as first contact, response, investigation and major crime work. It will therefore need the wholesale commitment of forces to put in place an infrastructure to support it.

### **Government support for neighbourhood policing**

3.13 The Government’s ongoing programme of reform is already providing the building blocks for the kind of neighbourhood policing approach set out in this paper. We have, for example, introduced the role of community support officer and made other changes in terms of civilianising police posts and reducing bureaucracy to free up frontline officers’ time. The police pay reforms agreed in 2002 provide a way for forces to reward staff in particular posts – like community or neighbourhood officers – in order to attract and, crucially, retain people in those important roles – where continuity is vital. We agree with the sentiment expressed by Lord Scarman in his 1981 Report on the unrest in Brixton that year about enhancing the status of what was then referred to as the beat officer – that they should be seen:

“...not as occupying the bottom of the police pecking-order... but at its apex, in the forefront of the police team.”<sup>1</sup>

<sup>1</sup> The Brixton Disorders 10-12 April 1981 – Report of an Inquiry by the Rt.Hon. The Lord Scarman OBE (Cmnd. 8427) – p.90.



3.14 But Lord Scarman saw the beat officer as a generalist position. We believe that in today's environment, the role of a neighbourhood officer should be seen as a highly skilled, specialist one – which needs and deserves proper training and support. As we set out in this paper, whilst the Government sees neighbourhood policing being carried out most effectively by 'mixed' teams, we are clear that it is the police constable who will continue to play the pivotal, problem-solving role within them.

3.15 As we note above, some police forces have already committed themselves to neighbourhood policing and they, and their communities, are starting to feel the impact. But elsewhere, effective and responsive neighbourhood policing is not business as usual. We want communities across the country to benefit from this style of policing and believe that, in addition to investment, the spread of neighbourhood policing requires the development of a supportive infrastructure and an understanding of new tactics. Effective management of a wide range of resources to meet local needs, for example, is key to ensuring the successful and sustainable implementation of the kind of dedicated neighbourhood policing approach set out in this paper.

3.16 In terms of support, the Government will therefore:

- **set out joint guidance on neighbourhood policing for forces with the Association of Chief Police Officers and the National Centre for Policing Excellence early in 2005;**
- **put in place a programme to help forces implement neighbourhood policing and make sure that the highly skilled role of neighbourhood officers is recognised,**

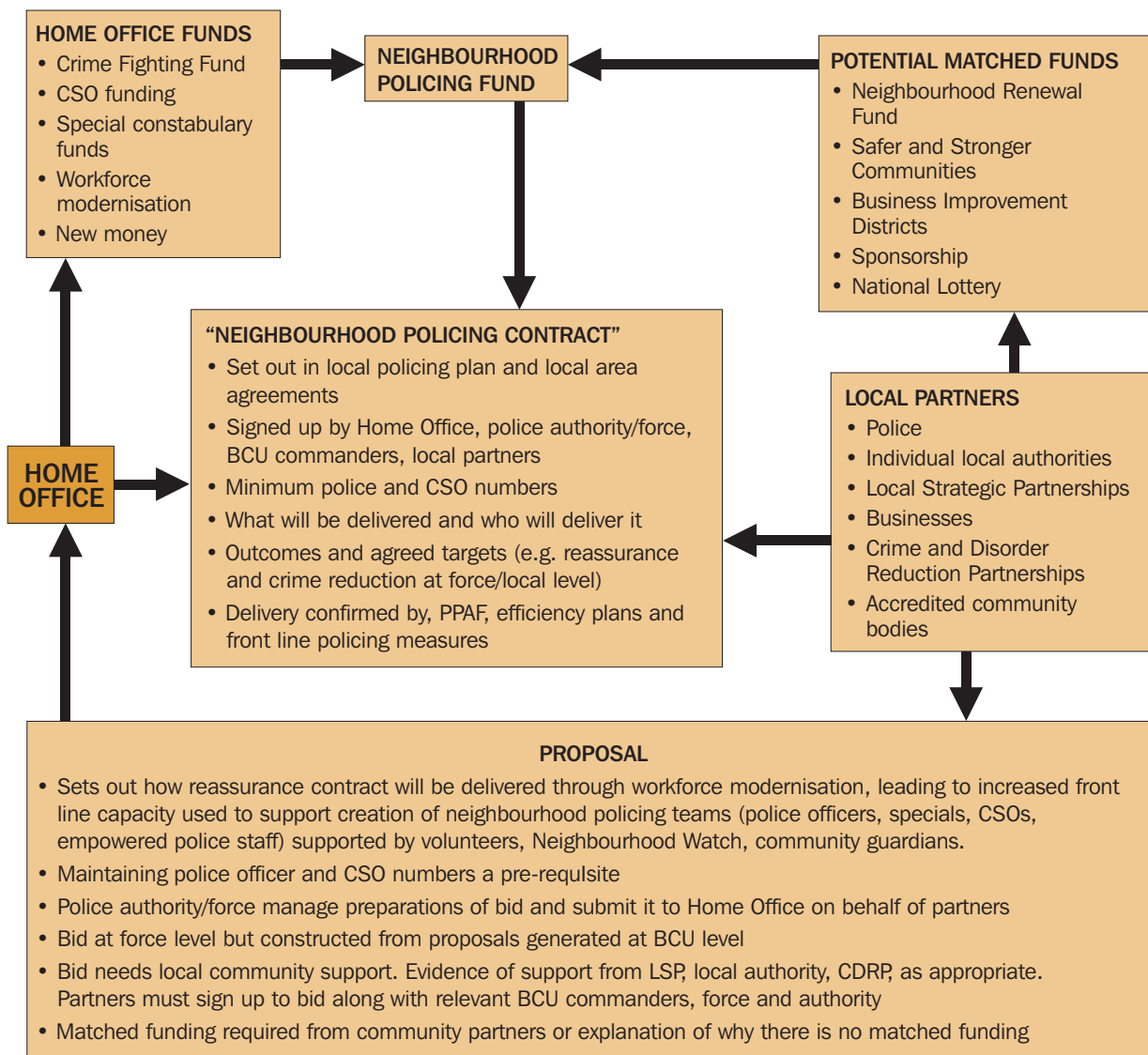
**valued and trained in the same way as other specialists within the police service;**

- **support the roll-out of neighbourhood policing with substantial investment through the new Neighbourhood Policing Fund. We will deliver 25,000 CSOs and wardens by 2008; and**
- **run a national community policing TOGETHER Academy Programme in March 2005 to ensure police officers and their CSO colleagues have the tools, the know-how and the backing to tackle anti-social behaviour in the communities they serve.**

### **Investing in neighbourhood policing**

3.17 The Government has already injected £50m of new money this year to provide what is, in effect, the first round of the Neighbourhood Policing Fund. This will mean an additional 2,000 CSOs will be recruited by the end of March 2005. We will deliver 25,000 CSOs and wardens by 2008. Forces will receive continuation funding and will be required to maintain police officer numbers to be eligible for Neighbourhood Policing Fund money. The Fund will pay for existing CSOs and for measures being funded already to increase the capacity of the special constabulary. Beyond this, the Neighbourhood Policing Fund is intended to be a flexible investment fund to support the implementation of neighbourhood policing. Unlike the Crime Fighting Fund, the additional money in the Neighbourhood Policing Fund will not simply be used on a "money for people" basis. Police authorities and forces will be invited to set out their plans for the implementation of neighbourhood policing, including a commitment to the number of CSOs they will recruit. But how they use money from the Neighbourhood Policing Fund to achieve this will be up to them.

## Neighbourhood Policing Fund



3.18 The Government will set out the full details of requirements for applications to the Neighbourhood Policing Fund in 2006/07 and 2007/08 in mid 2005.

### **Reducing bureaucracy**

3.19 As part of our drive on neighbourhood policing and supporting the development of a more responsive police service, the Government remains committed to reducing the administrative burdens and eliminating unnecessary paperwork and inefficient working practices that keep officers away from the communities they serve. We want to empower officers and equip them to spend time in their core roles – tackling crime and providing reassurance to the public. We are already making progress:

- over 7,700 forms have been made obsolete across all 43 forces;
- all 43 forces now undertake video identity parades to speed up the identification of suspects. It is estimated that it takes 66% less time for a uniformed officer to carry out a video identity parade than a live one. They greatly reduce bureaucracy, are welcomed by forces and, over five years, will represent an overall saving of £143m to the police service;
- over 72,000 police officers and staff are now using the new generation of Airwave radios operationally in 40 forces, and 20 forces are using mobile information. This allows officers to cut down on the amount of time spent returning to the station and is making a significant difference to everyday policing;
- the national roll out of the penalty notice for disorder scheme was completed in April 2004. Over 30,000 such notices had been issued by

the end of September 2004, each one representing a file for court which did not have to be prepared. It is estimated that around 90 minutes is saved per ticket. The scheme is being extended to build on its success. A further 10 offences, including criminal damage and theft, have been added, with CSOs being able to issue penalty notices for disorder for all the new offences, except theft. The scheme is also being extended to tackle disorderly and nuisance offending by juveniles. From 20 January 2005, 16 and 17 year olds will be able to be issued with penalty notices for disorder. We have passed legislation to enable the scheme to be extended to juveniles aged 10 to 15 years of age and pilots are expected to start later in 2004;

- 198 Livescan Units, which enable electronic fingerprint images to be taken from people instantly, are in use in 35 forces;
- we are investing £13m over two years into 10 pilot projects to test out new ways of using police staff to carry out station-based jobs traditionally performed by officers. For example, we have invested £2.5 million in new investigation teams in Surrey which will include administrators and investigative officers, allowing detective constables to do less routine paperwork and concentrate on work which is better suited to their skills, experience and training; and
- the recommendations of the new Sentencing Guidelines Council, if implemented, will reduce sentence reductions only for those who plead guilty at the courtroom door with very large potential benefits in terms of reduced file preparation where that leads to earlier guilty pleas; and

- on 1 September 2004, a Policing Bureaucracy Gateway began to operate at the Home Office and the Association of Chief Police Officers. This identifies, challenges and influences the demands made by new policies, legislation and procedures that affect the police service. We will encourage individual forces in parallel to set up their own gateways to influence the demands imposed locally.

3.20 The Government is providing practical assistance to forces in their work to reduce bureaucracy through the appointment, in January 2004, of an assistant chief constable whose responsibility is to visit forces to spread good practice, raise awareness and, where necessary, challenge existing practices. **We are setting up an actionline for officers to raise any questions they have relating to bureaucracy.** This will help to engage frontline officers in the work that is being undertaken nationally in this area. We will ensure that officers' ideas are followed up and we will publish the outcome. We have also set up an annual Reducing Bureaucracy Awards Scheme with the Police Federation, which encourages frontline officers to come up with suggestions for reducing bureaucracy. The first awards ceremony took place at the Police Federation Conference in May 2004.



- 3.21 Reducing bureaucracy is making an important contribution to increasing the time available for frontline duties. This is crucial in terms of getting officers out into communities. Increasing the proportion of time which police officers spend on frontline duties – a priority on which the police service has worked with us for some time – could deliver a substantial proportion of the overall 3% efficiency target set by the 2004 Spending Review settlement. Exploiting new technology, more effective deployment of officers and more effective use of police staff will also help to increase the amount of frontline policing. Other efficiency gains will be delivered through more efficient working and commercial practices. Reform of the Home Office will also help to reduce burdens on the service that can detract from efficiency. Like our overall programme itself, this is reform for a purpose – which is about helping to make policing more effective for all our communities.
- 3.22 The Home Office is working in partnership with the Association of Police Authorities and the Association of Chief Police Officers in a new efficiency implementation group to identify and implement the best ways to increase value for money in policing. Greater value for money will enable the service to devote the greatest possible level of resources to protecting and serving the public. Police forces and authorities are required to include in their annual policing plans efficiency plans which set out the value for money gains they intend to achieve. **We expect them, as part of their planning process, to consider what action they can take to minimise bureaucratic burdens. This is in line with the duty on police authorities to maintain an effective and efficient police force for their area.**

3.23 Underpinning our approach to neighbourhood policing, the Government sees the need to improve the responsiveness and customer service culture of all police forces in England and Wales. Our proposals for making improvements are set out below.

### **A more responsive service for the public**

3.24 As we said at the outset of this Chapter, the Government is clear that providers of public services, including the police, must ensure that services are citizen-focused – designed around the people who use and receive their services not the professionals who work within them. The experience of other organisations has shown that such a change can deliver improved outcomes and efficiencies. There is evidence, for example, that witnesses who are more satisfied with their experience of the Criminal Justice System are more likely to be prepared to give evidence in the future.<sup>2</sup> Many forces have found that focusing on the needs of the people who use their services can also reduce bureaucracy and improve efficiency. It does not necessarily follow that there is a cost to making services more responsive to people's needs. Indeed making this change can bring considerable benefits. Whilst much work is already underway within forces to make their services more citizen-focused, making this 'business as usual' will require significant cultural and organisational change, as well as the development of new skills and capabilities within the workforce.

3.25 The Government sees its role as putting in place a framework that will drive and support changes. But we are clear that these need to be led and developed at local level by police forces, police authorities and their local partners who will need to embrace a cultural shift towards being more open and accessible to the public and be willing to listen and adopt new approaches to deliver more effective local services.

### **A new culture of customer service and responsiveness**

3.26 Investment in record levels of police numbers and the hard work police forces, police authorities and their partners have done to reduce crime in recent years will be undermined if people's confidence is damaged by a poor experience when they have contact with the police. Last year, 44% of the public had some form of direct contact with the police. Nearly a third of the public initiated that contact themselves – not only victims and witnesses of crime, but also those seeking advice and information. Research has shown<sup>3</sup> that personal experience, and that of family and friends, is the most important influence on public views of the police and that the experience of contact will shape public views of the police service for a long time to come. So in order to help secure public support and confidence, it is vital that people's experience of contact with the police is a good one – wherever that contact takes place.

<sup>2</sup> 'Public Satisfaction with Police Contact', Bulletins 8 & 9 2004, Australian Centre for Policing Research.

<sup>3</sup> 'Public Confidence in the Criminal Justice System' – Home Office RDS Research Findings 221, 2004; Ben Page, Rhonda Wake and Ashley James.

3.27 How people rate the contact they have had with the police has a strong impact on perceptions of local police performance in general. Unlike the health service and education, the more contact people have with the police the less satisfied they are likely to be with the service<sup>4</sup>. Recent figures<sup>5</sup> show police were more likely to be rated as doing a good job by people who had no contact with them over the previous year than those who did. Those who have positive perceptions of their contact with the police are significantly more likely to have a favourable impression of the police's performance in their local area than those who are dissatisfied with their police contact.

3.28 But there is nothing inevitable about this relationship. Forces which are making improvements to the customer service they

provide are seeing rising satisfaction as a result. For example, Lancashire Constabulary discovered that by finding out what is important to the public when they contact them and making small changes in the way they do things as a result, they could greatly increase the satisfaction of the people who used their services. Simply by not making promises they could not keep – by telling non-emergency callers how long it would take for an officer to arrive for example – satisfaction has increased. This shows that getting the *quality* of service provided to the public right matters.

### **Guaranteed standards of service to the public**

3.29 We want to see this responsiveness to customer needs replicated everywhere and ensure that all members of the public have a consistent, high

## **Using market analysis tools to reduce crime**

Avon and Somerset Police wanted to reduce instances of burglary by increasing the public's participation in their own safety through Neighbourhood Watch schemes.

The force used a market analysis tool (ACORN) designed to help organisations understand the needs of distinct communities within any geographic area.

They imported postcodes for their Neighbourhood Watch coordinators and profiled them to understand how effective the scheme is at attracting vulnerable groups. The resulting social make-up was then compared with those ACORN types at greater risk of being burgled.

The force also imported its Beat Areas into the system to understand the incident rates with each area and the resident ACORN types.

As a result, the force realised that the majority of participants in Neighbourhood Watch schemes did not match the ACORN profile of those groups most at risk from burglaries. The profile developed for high risk burglary groups has enabled the force to target resources much more effectively and build better relationships with the local community through a better awareness of their individual needs.

<sup>4</sup> Contacting the Police – Customer Satisfaction Survey, Research carried out by MORI for Office of Public Service Reform, August 2003.

<sup>5</sup> British Crime Survey, Supplementary Volume Jan 2004.



quality of service that meets their needs whenever they are in contact with the police. This should be irrespective of where, how or for what reason that contact takes place. **We have been working with the Association of Chief Police Officers to develop national standards that will set out the quality of service the police service is committed to providing to the public whenever they have contact with them. Every force will have these standards in place by the end of 2006 and will agree in a 'Contract' with their communities how these can be built on locally, to reflect the particular needs of the communities they serve.**

- 3.30 As a result of implementing the standards it will be easier for the public to contact the police, the way that initial enquiries from the public are dealt with will be improved and victims will be kept better informed about the progress of their case. Standards will also cover the way people can expect to be treated by police staff and ensure that all forces have a proper system in place to monitor the quality of the service provided, and act on any feedback received from the public about their experience of contact.
- 3.31 The Government believes that improving the relationship with the public will be as beneficial to the police as it will to the public. As a result of implementing the customer service standards, frontline staff will be better supported to deal effectively with the public, forces will have a more accurate understanding of demand patterns, improved systems in place to manage demand and a better flow of intelligence from the public. All of this will help forces target resources more effectively.
- 3.32 The Government is aware that forces are already taking steps to improve the customer service they provide and there are many good initiatives underway. But we want to ensure that all forces are brought up to the level of the best. This will require a systematic approach on the part of forces to understanding the needs of the people who use their services and redesigning and delivering services with those needs in mind. This approach recognises that good customer service is not just about being polite to people – it is about employing the methods that other private and public sector organisations use because it makes good business sense. As part of a process of

### Using customer feedback to improve services

Staffordshire Police have taken a systematic approach to improve their call handling. As part of a customer focus exercise they are contacting the 400 people who are the most frequent users of their switchboard service. They are finding out who they are, their reasons for calling and whether the force can help improve their access to services, for example whether they need further advice or help from another source.

Alongside this they are managing demand through the introduction of a non-emergency number and a campaign to target misuse of the 999 system and manage public expectations. They have launched a public information campaign which includes a list of the top ten inappropriate reasons for calling 999.



change, the Government believes that police forces will need to put in place the techniques that have been developed in other sectors, such as:

- an evidence based understanding of demand patterns and the needs of users and wider public – knowing not making assumptions;
- setting clear expectations for staff on the quality of service to be provided;
- quality control – follow up and monitoring of standards that reflect public needs;
- systems and business processes in place to support a citizen focused service;
- a performance culture that focuses on public satisfaction and recognises the quality issues as well as the things that are easier to measure;
- use of marketing and communications techniques to support the development of a better relationship with the public and manage expectations.

### **Improving access to services**

3.33 We want to see increasing choice in the way that services are accessed by the public. The guaranteed service standards that we refer to in paragraph 3.29 above will include a commitment to ensure that people are clear about the best way to contact the police in different situations and to ensure arrangements to direct inappropriate calls to the relevant agency are in place. Forces will need to build on these locally to continue to develop the range of ways the public can access services and ensure that these are appropriate to the needs of the communities they serve. Many forces are now working with partners to adopt a joint approach to dealing with

problems that require a multi-agency response, for example, the use of multi-agency One Stop Shops, council offices, post offices, health centres and libraries.

3.34 Police forces have reported year on year increases in the number of calls they receive from the public – the majority of which are not emergencies, or even reports of a crime. Many are not about things that the police can deal with alone or even at all, but people have called the police because they do not know which agency or organisation they should be contacting or what other help is available to them. Sometimes the nature of the problem means that dealing with it requires the collaboration of a number of different agencies and there may not be an easy way to get this to happen. Not only does this mean that it is taking longer for the public to find someone who can help them, but when people call the police as a last resort it adds to the pressures on the 999 system. Frontline officers are often sent to deal with problems that could have been resolved over the phone or dealt with by another agency or organisation much earlier on.

3.35 The Government has made a commitment to introduce a single non-emergency number, and we have secured with Ofcom agreement in principle to the provision of a universally applicable three-digit number. Public consultation has revealed strong support for the idea.<sup>6</sup> We are currently considering which range of services the public would most benefit from having a single point of access to, and which would alleviate the demands on public services, particularly police and local authorities. For example, many calls made to the police are actually about anti-social

<sup>6</sup> 'Policing: Building Safer Communities Together', published 4th November 2003, available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

behaviour – noisy neighbours, abandoned cars, gangs of youths, graffiti and flytipping – and may require actions by local authorities as well as the police themselves. Shared access can harness more effectively the enforcement powers of both the police and their partner agencies, to ensure that the general public receives a more seamless and satisfactory service.

**3.36 The Government will build on the success of the TOGETHER Action Line<sup>7</sup> to provide a direct single non-emergency telephone**

**number for the public which will deal with non-emergency issues of policing, crime and anti-social behaviour.** Our aim – depending on the results of a feasibility study – is to have the core of the system in place by the end of 2006. Initially this will be able to resolve some calls over the phone, provide advice on certain matters and where that cannot be done, direct callers to the right person to speak to. We are scoping how this can be rolled out to directly link up with forces, local authorities and other relevant services when they have the right systems in place to do so.

### 311 – The Chicago Way

In January 1999, Chicago City implemented the 311 system as a “one-stop shopping” centre for access to all city services and non-emergency police services. Chicago residents can now call 311 – 24 hours a day, 7 days a week – to report service needs, check the status of previous service requests, obtain information regarding City programmes or events and file police reports.

Through the 311 system, residents can obtain important non-emergency services quickly and effectively through one central phone number. The system has simplified and shortened the time between a resident reporting a problem and its resolution; it has become an effective management tool, generating real-time reports that help manage staff, track trends, target efficiency needs and maximise resources. For example, during the recent West Nile Virus Outbreak, reports on “Dead Animals” (birds) were used to track the spread and concentration of the virus. The system has also helped make the City’s 911 emergency system more efficient by diverting non-emergency calls that could impede the City’s emergency response.

Other areas of improved efficiency and cost-effectiveness include:

- the Department of Sewers has reduced its response time by 83 percent since 311 was launched;
- graffiti complaints are in the top ten of 311 calls, and in two years the city’s Department of Streets and Sanitation has halved its turnaround time from complaint to cleanup, despite getting far more requests for service since the institution of 311;
- calls to 911 during a recent period of severe flooding were down by about a third because people called 311 instead, freeing vital space on the emergency line.

<sup>7</sup> TOGETHER Actionline is a helpline for practioners, open every weekday, providing advice and assistance on the tools available to tackle anti-social behaviour.

3.37 The issue of non-emergency calls demonstrates how the better management of public contact is not just about getting it right for the public but it is also about getting it right for frontline officers. If calls are not assessed and graded correctly and if accurate and relevant information and history is not captured from callers so that officers have a good picture of the call they are attending, their job becomes considerably more difficult.

### **Improving call handling**

3.38 Improving the way that calls to the police are dealt with is a particular priority for the public. As we have already noted in this Chapter, people's first contact is particularly important in shaping their views of the police service.

3.39 Some of this is down to having the right resources, technology and staffing – having sufficient capacity to deal with both 999 calls and non-emergency calls and systems in place to resolve problems over the phone; being able to see all the information that is relevant to that call – such as whether someone has called about the same problem many times before – without searching a separate database. But successful call-handling is core not only to the satisfaction of users, but also to the effective investigation of crime and management of intelligence. As such, training for call handlers needs to equip them with skills in customer service and those necessary to fulfill their critical role in assessing and prioritising calls.

## **Managing demand**

Surrey have invested in a new system for managing calls from the public which has been implemented over an 18 month period. The improvements included brigading together call handling (999 and a new non-emergency number) and crime recording procedures, and introducing a new deployment policy.

The improved system has led to an increase in the number that can be dealt with over the phone, from around 25% to 45% meaning police officers are freed up to deal with more serious matters. The changes have also given the force a more accurate picture of demand, better intelligence and improvements in how quickly it can update PNC.

Amongst 999 callers – **53% of overall satisfaction can be explained by just four factors:**

- Being taken seriously
- Being able to talk to someone who can actually deal with your problem quickly
- Keeping to promises made
- Being dealt with professionally

3.40 But getting call handling right for the public is also about seeing things from the public's point of view, understanding what is important to them and building this into how business is done. What makes the difference is not just how quickly a call is picked up but also the quality of service the caller receives.



3.41 **To improve the responsiveness and customer service culture across all police forces, the Government will bring together in 2005 a number of projects as part of a national strategy to improve call handling:**

- **a thematic inspection on contact management to be carried out during 2005 by Her Majesty's Inspectorate of Constabulary (HMIC); and**
- **a manual of best practice on the most effective ways to manage calls from the public which will be published following HMICs inspection.**

### **Training, skills and cultural change**

3.42 The leadership of managers and chief officers in valuing customer service and communicating this to frontline staff will be critical to delivery of a new culture of customer responsiveness. The actions and behaviour of frontline officers and public facing staff are key to maintaining the reputation of the police, and to some extent the Criminal Justice System as a whole. But so too are the actions and decisions of staff in all levels and roles. This requires the building of a culture that values customer service and new skills for all staff within the organisation, and which is reflected in the way that individual performance is assessed and rewarded. The Government sees the new National Policing Improvement Agency, which we discuss in Chapter Five of this paper, as having a central role in promoting this change in culture.

- **the Association of Chief Police Officers' programme of work to bring all forces up to the same high standard of call handling, which is due to complete in April 2005;**

### Being responsive to all communities

All members of the public should benefit from an increasingly responsive customer service culture. Forces will need to further develop their capability to understand and anticipate the needs of the community that they serve and to design services that will be capable of meeting those needs.

It is vital that all parts of the community have trust and confidence in the police. And some people may require a different level of support or type of service to others. People with learning disabilities or mental health problems may feel especially vulnerable about crime and their own personal safety. They may feel intimidated when they deal with officers in uniform. Sometimes they might not – or feel that they're not – be taken seriously by the police or other Criminal Justice Agencies. It is sometimes difficult for children or adults with learning disabilities to speak up about a problem without an advocate or trained person to support them.

The Government wants to ensure that the police better understand how to deal and respond to people with learning disabilities or mental health problems – including as victims, witnesses or suspects. We would like to see more done by forces in terms of local awareness raising – whether through getting people involved with their local police as volunteers for example or through particular training for officers and staff.

The Government is aware that there are pockets of good practice, for example:

- Northumbria Police is running a pilot mental health awareness course for its officers covering legislation, prevention, anger management, victim care and partnership working; and
- the Metropolitan Police Service has published a guide to personal safety and crime – *Stay Safe* – in an easy to read format.

The Government established a Learning Disabilities Taskforce following the 2001 White Paper on learning disability – *Valuing People*. Its job is to champion the *Valuing People* principles; listen to people with learning disabilities and their families to see if things are improving; bring partners together and advise Government. The Taskforce has highlighted the responsiveness of the police and other partners to people with learning disabilities as a particular area where improvements should be made.

“If you want very simple, practical suggestions to raise awareness – then I think all police officers should read *The Curious Incident of the Dog in the Night-Time* by Mark Haddon. Not only is it a fantastic read – but it gives a real sense of how someone with a learning disability can feel when coming into contact with the police.” Member of the Government’s Learning Disabilities Taskforce (for details of the Taskforce contact: [learning-disability-taskforce@doh.gsi.gov.uk](mailto:learning-disability-taskforce@doh.gsi.gov.uk))

### Measuring public satisfaction

- 3.43 To reflect the importance placed on customer service, the Government is changing the way in which police performance is measured to recognise that public satisfaction is an essential element of good performance. We have already introduced new performance indicators that focus on quality of service. **From April 2005, the comparative assessment of overall force performance will include the satisfaction of victims of crime about how easy it was to make contact with the police, how they were treated by staff, the actions police officers took and how they were kept informed of progress.** We are continuing to develop this work so that the views of victims of anti-social behaviour can also be reflected in assessments of performance.
- 3.44 **The Government will also give a greater emphasis to assessing customer service and responsiveness as part of the changes to overall arrangements for inspection and accountability, which are set out in Chapter Five.**

### Engaging the public

- 3.45 The Government regards the involvement of communities in the process of identifying which problems are the priorities, and being part of the solution, as an essential element of a successful neighbourhood policing approach. It is this direct and continuous engagement that can make the

difference between an approach that is sustainable and one that is not. There needs to be an emphasis on relationship building, listening and problem solving. The public are more than users of services, they are stakeholders in the security of their neighbourhoods. So there needs to be a continuous dialogue and two-way exchange of information and views, together with increased opportunities for participation so that that people are more involved. Communities must see how their input is being used to inform and change the delivery of policing services. And people should be clear about how to hold to account those who are responsible for policing and community safety.

- 3.46 At present, police authorities have a statutory responsibility to consult the public on local policing priorities. This has most often been done via what are known as Police Community Consultative Groups. However, Home Office research has shown these formal public meetings to be ineffective for strategic consultation on priority setting.<sup>8</sup> While these groups can sometimes be effective as a local problem solving forum,<sup>9</sup> they are often poorly attended and not representative of the whole community. Many authorities have constituted, abandoned or supplemented such groups with other forms of engagement, but progress has been variable within and between authorities.<sup>10</sup> Moving beyond relying on public meetings as a sole form of engagement is a key aim of our reforms.

<sup>8</sup> (Elliott and Nicholls, 1996; Mybill et al, 2003).

<sup>9</sup> (Neyroud, 2001).

<sup>10</sup> (Mybill et al, 2003).

- 3.47 The Government acknowledges that many police forces and authorities are adopting a range of more innovative and inclusive techniques to engage their communities. But this is not happening everywhere. Recent Home Office research into the role of police authorities in public engagement found a low public awareness of existing police-public consultation arrangements. Whilst there were examples of engagement impacting on policing plans, community relations and service delivery, not all authorities had a strategy for consultation and community engagement and authorities did not generally monitor impact of engagement in any systematic way. The research suggests that the public feel they do not have a say in decisions about policing but do want better communication, information and involvement.
- 3.48 Underpinning our approach to neighbourhood policing and improving the responsiveness of the police, the Government wants to build on community engagement initiatives already underway and ensure that all communities have the same opportunities to have a real say in the way they are policed, get more involved if they want to, and hold relevant agencies to account locally. There are a number of elements to this approach, which we set out below.

### **Better information to the public**

- 3.49 The Government regards the dissemination to the public of better information about community safety and policing as being a necessary first step towards increasing local engagement and accountability. In many respects, people's understanding of the performance of their local police area lags behind that of other public services – such as local authorities, schools and hospitals – where systems have been put in place for informing the public about the relative and comparative performance of the service in question.
- 3.50 As we explore in Chapter Five of this paper, the system we have in place for monitoring police performance (the Policing Performance Assessment Framework) and associated developments provide a national view of effective performance or under performance at the force and Basic Command Unit level. However, the Government believes it is also vital that, locally, police authorities, police forces, BCUs and – wherever possible – neighbourhood teams – provide communities with relevant and accessible information about local policing, tailored to local needs. We know that some forces and authorities have made great progress in improving the information they provide to the public. But again, it is not happening everywhere.

Sussex Police produce postcards for households including information from the BCU Commander, police station opening times and details of the officers policing that area. Surrey Police have individual web pages for beat officers that are updated monthly, and include information on officer contact details and local meetings and activities. Avon and Somerset Constabulary have developed an email bulletin service providing a variety of information including news, appeals, Crimestoppers updates and job vacancies which the public can sign up to receive. The force have also created information kiosks in public places giving live access to the force website and direct contact with the police.



3.51 We believe that there is clear value in bringing a broad array of information into one concise and accessible document summarising local policing for the public. And we think that every area of the country should benefit from receiving a consistent level of information. **We therefore plan to introduce a statutory minimum requirement in terms of what each household can expect to receive in terms of local policing information.**

3.52 We are talking with stakeholders about what the minimum standards will include but our present thinking is that it should cover the following areas:

- an explanation of local policing priorities and how well they have been discharged;
- information on how local policing is led, organised and delivered, and who is accountable;
- a view of comparative policing performance at the most local level possible (probably at the level of the Basic Command Unit or Crime and Disorder Reduction Partnership level), showing specific performance in defined areas, trends over time and comparison to peers;
- specific information on how individuals, groups and communities can influence and engage local policing;
- information on ways to give feedback to the police and what has been done to improve services in response to the feedback received;
- a summary assessment from Her Majesty's Inspectorate of Constabulary's perspective on local policing performance;
- information on how police resources are applied; and

- a requirement for the publication to meet the needs of local communities by incorporating specific additional information, diversity or language requirements.

3.53 The Government proposes that the minimum standard will make it clear that each household should expect to receive this information at least once a year. Wherever possible, we think that this should be done in partnership with information being provided to the public by other relevant agencies through, for example, local authority newsletters. In a similar vein, we want to improve the information provided by Crime and Disorder Reduction Partnerships to communities. We will link this with the minimum standards set for policing information so that as far as possible, partnerships and the police have the opportunity to rationalise the way both CDRP and policing-specific information is provided to the public.



### Helping forces engage with the public

3.54 The Government will continue to invest in research and support forces to identify principles of good practice on engaging more effectively with communities. Community engagement will increasingly become a core part of the role of many frontline officers and police staff and they will need the knowledge and skills to undertake such engagement effectively. Much of this information and support material already exists, but is not centrally captured in a form that others can easily share. To overcome this, the Government has invited a group of experienced practitioners from police forces and authorities to form the National Practitioner Panel for Community Engagement in Policing to look at how best to support effective engagement. As a result of its work, **the Government will be making available new forms of support and advice on how frontline staff can engage more effectively with local communities.** This will include the development of a database of examples of effective practice so that staff can learn from each other's experience. These tools will be accessible to forces and authorities nationwide in early 2005. The Government has also funded three demonstration sites in Merseyside, Cheshire and Northumbria to test more innovative ways of engaging effectively with

communities. The results of this work will inform the Panel's strategy and products, and will be widely available for others to share.

3.55 But the Government recognises that there is no "one-size-fits-all" approach to community engagement. What works for one community will not necessarily work for another. Effective engagement can only be achieved by matching the right means to a proper understanding of local circumstances. In identifying "what works", police forces and authorities will therefore need to understand not only which engagement strategies are successful, but why – and in what circumstances – they have been successful.

### Measuring performance about responding to local priorities

3.56 Alongside the changes to the measurement of performance to reflect public satisfaction that we discuss in paragraph 3.43 above, and as part of its reforms to support local contracts between police and their communities, **the Government proposes to make changes to the way police performance is measured and inspected so that it reflects the priorities of the public and their views about the policing they have received.** This will include the inclusion of measures about local priorities in the Policing Performance Assessment Framework.

### Neighbourhood Watch

Neighbourhood Watch already represents a major success story in terms of community engagement, and we want to build on this success and encourage the creation of networks of active citizens working in partnership with the police and others to tackle local crime and disorder issues:

- We are setting up a new Neighbourhood Watch website and helpline which will provide access to up-to-date prevention advice, a co-ordinators' discussion forum and a database of good practice.
- We will be creating a national forum for police, local authority staff, Neighbourhood Watch co-ordinators and other community organisations to come together and share ideas.
- Alongside the forum, we will seek to develop a "Watch" Network which brings together a variety of schemes such as Pubwatch, Shopwatch etc to share learning and provide support to each other.

### Increasing opportunities for engagement

3.57 We are making clear our expectations about the responsibility of the police and partners to actively engage the public and respond to concerns at neighbourhood level and work together to tackle these problems. Closer working between the police, partners and the local community will also help ensure that local resources are targeted more effectively to tackle the issues that really matter to the community.

The Government recognises that, in order to do this effectively, agencies must have the flexibility to develop mechanisms that will suit their local circumstances. However, there also needs to be consistency of outcomes and opportunities for the public to participate. Responses to our consultation paper, *Policing: Building Safer Communities Together*<sup>11</sup> showed strong support for the proposals for providing greater opportunities to influence policing.

### What does effective engagement look like for the Police Service?

A police service which is engaging effectively with the community will:

- have a detailed, neighbourhood level understanding of the demographics of the community it serves;
- have a detailed – and regularly updated – picture of the interests, needs, priorities and preferences of every section of that community;
- establish and facilitate an ongoing and consistent dialogue with all sections of the community by regularly discussing and sharing information about policing and community safety issues, and listening to and acting on feedback from the community;
- understand how, and the extent to which, different sections of the community feel most comfortable in interacting with the police, and take this into account in tailoring their engagement strategies;
- use a range of different, locally adapted means and strategies to facilitate ongoing dialogue and partnership working with all sections of the community;
- allow its priorities and service delivery strategies to be influenced, changed and, where appropriate, driven by community concerns and priorities;
- provide ongoing feedback to the community about how their input has impacted on local policing;
- identify and maximise opportunities to deliver policing services in partnership with the community, both groups and individuals; and
- understand that effective engagement with the community is core to the successful delivery of all police business, and not a “bolt-on” or a specialism.

<sup>11</sup> available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

3.58 These reforms are not about introducing change for its own sake – but to put in place arrangements that will support the greater operational responsiveness on the part of police and partners that comes with neighbourhood policing. There is no substitute for the importance of personal contact, availability, visibility and therefore accessibility of uniformed officers and community support officers. Familiarity and trust between neighbourhood teams and local people that develops through a known and consistent presence is the best form of communication. And where agreements between local people, police and partners to take action to deal quickly with neighbourhood priorities can be undertaken less formally and with the minimum of bureaucracy, this option should always be taken before recourse to more formal arrangements.

3.59 We think nevertheless that there is a strong case for strengthening the statutory responsibilities of agencies to have arrangements in place to actively engage with communities at neighbourhood level and work together to deal with problems that cut across agency boundaries and require a multi-agency solution. **We propose that existing**

**duties for partnership working under s.17 of the Crime and Disorder Act 1998 should be built on, and a joint duty should be placed on the police and local authorities in each CDRP area to ensure they have sufficient arrangements in place to deliver a range of engagement opportunities for local neighbourhoods and to respond to concerns that are raised as a result. We propose the following changes to existing statutory arrangements:**

- **extending the responsibility on police authorities to secure the implementation of a strategy to engage the community at all levels – including neighbourhoods – within the police area;**
- **a direct responsibility on the police in partnership with other bodies to put the strategy into place and to have arrangements to respond to neighbourhood level concerns; and**
- **a requirement for CDRPs to oversee the delivery of neighbourhood level priorities agreed with local communities. This may**

### Joint Tasking and Co-ordination Groups

In the Ingol ward in Preston, Lancashire, fortnightly ward level Tasking and Co-ordination Group meetings are held. These are now chaired by community representatives (e.g. the chair of local community association) and partners.

Each meeting produces an action plan with clear objectives, including ownership of each element. Members of the community are frequently tasked with specific activities. Examples include collection of intelligence about specific problems, participation in environmental clean ups and attendance at court to provide evidence of community impact in ASBO cases. Community representatives and partners are also key participants in problem solving activity.

The meeting also includes an opportunity for community members, partners and police to raise issues that they believe pose a threat to tackling local priorities. Problems that have been highlighted include, perceived weak sentencing in cases of anti-social behaviour and policy on the housing of anti-social or problematic individuals. Community members are involved in deciding how best to take these issues forward.

**involve the routine establishment of joint tasking and co-ordination groups that are already in place in some areas.**

- 3.60 We do not intend, however, to prescribe what constitutes a neighbourhood in any given area. This is best determined locally, in consultation with local people – although it will need to be at a sufficiently local level i.e. sub-BCU and meaningful to the community.
- 3.61 We will not be prescriptive about the form these arrangements should take, nor do we intend that separate arrangements for policing and community safety necessarily need to be put in place. Wherever possible existing structures that the local authority already has in place, (sometimes called area boards, committees or forums) that are working well should be used. A number of different approaches are available including the Community Service Agreements model advocated by the Scarman Trust.
- 3.62 We recognise too that there are innovative approaches to raising resources, such as co-funding from regeneration and social renewal budgets and levies in relation to defined communities, in some parts of the country at a very local level. Kensington New Deal for Communities in Liverpool, for example, employs wardens, which it jointly funds with the local housing association. And citizens served by parish councils or housing associations have democratic mechanisms, which allow them to give their consent to a local charge that can be used to raise funds for improvements to community safety and the local quality of life. We want to look further at whether these kind of co-funding arrangements could be more widespread, with due regard to social equity, accountability and the interests of local council tax payers.

### Community Service Agreements

Community Service Agreements™ have been developed by the Scarman Trust as ‘reciprocal service level agreements’, negotiated between a range of community based organisations on the one side and outside agencies on the other. They are essentially bottom-up, community defined contracts that can help to mobilise the broadest range of local resources and energies to tackle local issues.

Community-based organisations will sign up to take broad actions of different kinds – clear up a piece of waste ground, provide new activities for teenagers and so on. Outside agencies similarly will be expected to make early practical commitments to action to be delivered within a defined timeframe – within days and certainly within a month. Policing Priority Areas provide good examples of this approach, for example with commitments to tow away abandoned cars within 24 hours. From here, they may progress to wider ambitions and deeper collaborations.

To enable them to participate, communities will be provided with a small amount of initial financial support, including the cost of employing a community organiser. Dedicated staff resources will also be provided by agencies. It is anticipated that as the value of different activities is proved, community organisations will be able to gain access to a range of resources, so as to sustain activities in the longer term – for example through the Local Area Agreement Process.

### Local Area Agreements

- 3.63 Local Area Agreements will offer greater freedom and flexibility through the amalgamation of funding streams to achieve priority outcomes at local level. Pilot agreements will be running in 21 areas from April 2005. We intend to include a number of approaches such as those mentioned above in the pilot process as a means to increase engagement at neighbourhood level and improve the responsiveness of public services.
- 3.64 The ethos behind Local Area Agreements is that they should not be prescriptive about solutions and processes but rather should enable each area to agree local solutions for local circumstances. These could include locally-determined community engagement outcomes drawing on effective practice models for community engagement.

### Giving communities a stronger voice

- 3.65 Increasing the opportunities for local communities to have a greater voice in and influence over local decision-making and the delivery of services is central to the developing 10-year local government strategy. In many areas, local councillors are the people that communities turn to for advice and support and surveys suggest that the public think that the most important role of councillors should be listening to local people. However, some people think that councillors are out of touch with local concerns. We think therefore that as well as ensuring that the police and partners have arrangements in place to actively engage people at the neighbourhood level, there is a case for strengthening the links between local councillors, in the role they play in community safety issues, and the public.

#### Community advocacy

- 3.66 The Government's recent consultation exercise on police reform revealed strong support from

the public for a community advocacy role within communities. We are clear that it is the democratically elected local councillors who should be advocates for their communities and represent the views of the public about the services they receive. But we recognise that some communities are more able to articulate concerns to them than others. **The Home Office will therefore work with the Office of the Deputy Prime Minister as part of the Government's local government strategy, to develop a range of ways in which ward councillors can be assisted to act as advocates.** This will include helping local councillors to provide better support to citizens who need to access police or other community safety services. They would actively work with communities and empower individuals to find better solutions to their problems and ensure that the voice of local people about the quality of service received is heard and acted on by service providers.

- 3.67 There are a number of possible options. One could be to develop and/or extend the capacity building and liaison role of community safety officers where they exist. They could work to build stronger relationships with community organisations and networks and have a distinct role in communicating local concerns to ward councillors. This would be an extension of the role which many of them are currently playing as part of Crime and Disorder Reduction Partnerships.

#### Triggers for local action

- 3.68 Communities rely on the police and their partners to use the powers that only they have available to them to keep their communities safe. They need to be given a guarantee that when faced with a problem that requires the use of those powers, action will be taken on their behalf.



- 3.69 The Government does not want to see local communities being left to fend for themselves because they have not been able to get a response from local agencies. Neither do we want the police or local authorities to be left to deal with recurring problems because they cannot get one or more of their partners to take action to resolve them. **The Government therefore proposes introducing a specific mechanism to trigger such action.**
- 3.70 The Government considers that one option could be to strengthen the role of local councillors in this respect by giving them the right to trigger action on the part of police and other relevant agencies when they are presented with acute or persistent problems of crime or anti-social behaviour to which local communities have been unable to get an effective response. This would not be about individual complaints – nor could it be triggered by individuals – but rather by community groups, after persistent efforts to secure action have come to nothing. This power would give elected representatives greater ability to obtain a solution for their communities.
- 3.71 This new power would give communities a greater guarantee that they will be properly protected. But we recognise that it will be vital to put in place sufficient safeguards to prevent malicious or vexatious use of the power or its misuse by groups with extremist views. Councillors would have to demonstrate that the case met certain conditions before they were able to invoke the trigger power. Agencies would be able to decline requests under certain circumstances if, for example, they were frivolous, vexatious or would involve a disproportionate burden on agencies. We are proposing that this should be an avenue of last resort rather than a mainstream way of doing business.
- 3.72 Under this option, we think that local councillors should be able to trigger three levels of response on the part of the relevant agencies:
- (i) obtaining information that was not being made available;
  - (ii) attendance by the relevant authority at a local public meeting;
  - (iii) action on the part of a wide range of specified agencies, including local councils, with a role to play in community safety.
- 3.73 In addition to proposals to strengthen the statutory responsibility of agencies to work together to tackle problems that require a multi-agency solution, the trigger process would require a specific statutory duty – building on existing duties for partnership working under s.17 of the Crime and Disorder Act 1998 – to be placed on a wide range of other organisations, including other criminal justice agencies, to co-operate. Requests for action would be dealt with at the lowest appropriate level. We foresee that in many cases, this would begin with a meeting of all the relevant agencies and the local community to consider the problem and agree a course of action to resolve it. In doing so, all local agencies would be obliged to consider the full range of powers and interventions at their disposal.
- 3.74 If it was decided that no action was to be taken, the relevant agencies would need to explain why. Subject to the Review of the Crime and Disorder Act that we discuss in Chapter Five, we propose that agencies' record of dealing with requests to trigger local action would be monitored by the scrutiny panel of the local authority, and any right of appeal would be via this route. Their record on responsiveness and would feed into the arrangements for inspection and assessment of performance more broadly.



- 3.75 We also think there may be a case for triggering an inspection in certain circumstances. We will consult further on how this would be put into practice as part of the Government's consultation next year on inspection of the wider criminal justice system that we discuss in Chapter Five.
- 3.76 The Government believes that the existence of the trigger mechanism will almost certainly mean a change in attitude and to practice which will make its use extremely infrequent. But we want to make sure that members of all communities – not just the well organised or vocal – can, in the final analysis, get action taken to deal with crime and anti-social behaviour in their neighbourhood. However, in advance of, and to inform the necessary legislation which would be required to put this trigger mechanism into effect, we will work through the practicalities of how it might operate, and we will do so with chief officers of police and others.

### **Above the neighbourhood level**

- 3.77 Policing at the neighbourhood level cannot be looked at in isolation, or as somehow distinct from activity which takes place above this very local level. High performing, responsive neighbourhood policing must be supported by effective arrangements above this level – at what is commonly known as the Basic Command Unit (BCU) level within police forces. Effective partnership working at this level is vital since BCUs typically correspond to Crime and Disorder Reduction Partnership areas. The post of BCU Commander – usually held by a chief superintendent – is now one of the most important jobs in British policing.
- 3.78 The Government regards the leadership of BCU commanders to be crucial in terms of embedding a new customer service culture within forces and ensuring that neighbourhood policing is not simply some kind of bolt-on – rather it being mainstream activity. Chapter Four contains some specific proposals for supporting and developing BCU Commanders (see paragraph 4.60). We explore below the key issue of the empowerment of local police at BCU level.
- Delegation to BCU Commanders**
- 3.79 Delegation and devolution to the frontline is one of the Prime Minister's four principles of public service reform, essential in enabling true responsiveness to local needs and giving communities a greater say in the design and delivery of their local services.
- 3.80 The Government's 2001 policy paper on police reform<sup>12</sup> set out our commitment to exploring delegation and devolution in the policing context. This was again highlighted in our November 2003 consultation paper *Policing: Building Safer Communities Together* to which respondents recognised the need to empower BCU commanders, with financial delegation seen by many as an essential part of this process.
- 3.81 The BCU fund was created during the 2002 Spending Review, as part of the Government's commitment to devolution and partnership working. £50m was assigned to the fund and distributed across forces nationally as ring-fenced funding. The intention was to give BCU Commanders considerable autonomy on how the money, delegated to them by the chief constable, was spent, with the one requirement that it should be used for funding local initiatives and must be agreed by CDRPs. The fund has been used successfully to tackle anti-social behaviour,

<sup>12</sup> Home Office White Paper, 'Policing a New Century: A Blueprint for Reform' published in December 2001.

to fund youth inclusion work, CCTV and drug prevention and in the provision of police support for such interventions. The feedback on the fund has been largely positive. The Government is committed to the continued funding of local initiatives and is looking at how the BCU fund should now be most effectively administered.

- 3.82 Additionally, the Police Standards Unit has undertaken preliminary research with a number of forces with the aim of identifying the key factors enabling BCU success. Not all BCU commanders have the same levels of financial freedom and the degree of delegation varies depending on the police force and its management culture. The issue of delegation is complex. Clearly, delegation – however it is executed – should not break the chain of command between a BCU commander and their chief officer.
- 3.83 The PSU’s work has demonstrated that increased delegation to BCU commanders can increase their capacity to respond to local needs and can underpin sustainable performance improvements in the BCU and across the force. Delegation can increase the opportunities for creativity and innovation in operating practices at the local level. Importantly commanders who are able to make spending decisions themselves also feel able to play a more active and constructive role in partnerships.
- 3.84 However, the government recognises that delegation is not a panacea. Unless strong leadership, robust mechanisms of accountability and a clear operating framework are in place, poorly implemented or inappropriate delegation has the potential to undermine performance and destabilise a force.
- 3.85 The challenge remains how to effectively “empower” BCU commanders while maintaining the coherence of the force and avoiding the creation of uneconomical units. The Government proposes to:
- **carefully examine the precise role of BCU commanders and their contribution to partnership working. This will take into account the different contexts of policing across the country and address the balance of activities between those that are delegated and those that are better managed centrally; and**
  - **develop further the key enablers of delegation to BCU Commanders. We will examine the importance of leadership, looking particularly at how far the direction and corporate vision which chief constables provide and the trust they exhibit in their commanders are essential for successful delegation to occur, and how this needs to be supported by appropriate training for all senior ranks. We will examine the use of stronger mechanisms for BCU commanders to be held accountable for their performance, and investigate the relationships between force HQs and BCUs, including how resources are to be balanced and negotiated between them to provide a clear operating framework.**
- 3.86 **The Government proposes to produce clear guidance on BCU delegation and empowerment.** We would expect this guidance to be used by forces to augment plans they should already have in place for moving towards greater delegation. We intend to explore the possibility of introducing a statutory Code of Practice for BCU empowerment, to which chief officers would need to have regard, based on this guidance.



# Chapter Four: Building a new workforce



## Chapter Four: Building a new workforce

### *What we want to achieve:*

- further modernisation of the police workforce to reinforce neighbourhood policing and building a more responsive, citizen-focused police service;
- increased use of police staff to get officers back on the front line; maximising the effectiveness of community support officers;
- enhancing and professionalising the roles of police officers and staff;
- opening the service to new talent – by entry for those with valuable skills at levels above constable;
- strengthening leadership at all levels;
- making faster progress on diversity

### **Key proposals:**

- A consistent approach to career management based on national occupational standards and an effective Performance and Development Review system; accreditation and recognition of prior learning;
- A new Neighbourhood Policing Fund; better rostering; enhancing the roles and skills of police staff; a minimum set of powers for community support officers and improved training to tackle anti-social behaviour linked to the TOGETHER academy;
- Continued focus on removing unnecessary bureaucracy including practical assistance for forces through a dedicated assistant chief constable resource and new hotline;
- Recruitment at levels above constable for those who can meet the relevant occupational standards;
- New family-friendly training for probationers; leadership and management training for police officers and staff of all grades; a mandatory qualification for Basic Command Unit Commanders; and development of a Senior Careers Advisory Service for current and future chief officers; and
- Recruitment of officers with specific language skills; national panel of recruitment assessors from ethnic minority communities; more support for serving officers from ethnic minorities; targets for progression of women in the service

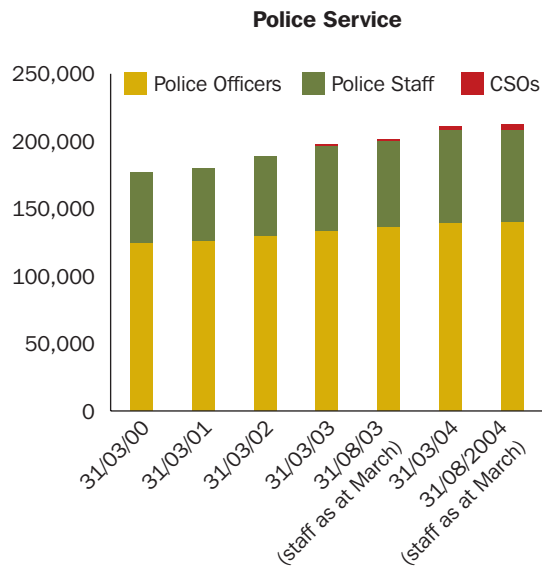
## Introduction

- 4.1 There are now more police officers in England and Wales – nearly 140,000 – than ever before. Thirty years ago, there were 149 officers in the rank of constable per 100,000 of the population. In March this year there were 211, an increase of over 29%. They are now supported by record numbers of police staff – 66,000, by 4,000 community support officers where there were none two years ago, and by 11,000 special constables. The total police workforce now stands at nearly 210,000 compared with 177,000 in March 2000. The Government is committed to maintaining record officer numbers and increasing CSO numbers. As we described in Chapter Three, the number of CSOs and wardens will rise to 25,000 by 2008.
- 4.2 But numbers are not the whole story. The Government attaches great value to having police officers and police staff with high integrity, who are impatient with injustice, anxious to create good order and deliver an excellent service to their communities. The vision for a more responsive, citizen-focused police service set out in this policy paper is an ambitious one. It will be the police workforce – police officers and police staff – which will deliver this change. To make this happen, the Government believes that the service needs a workforce which is truly diverse and representative of the communities it serves: well-led, skilled, and customer-focused. Some of our inheritance in this respect – such as the unique legal status of the office of constable – remains as important today as it did in the past and the Government has no intention of diminishing it. But in other key areas – such as aspects of recruitment, retirement, discipline, career progression, training and leadership development – the legacy can slow progress and achievement

rather than facilitating it. This chapter sets out our proposals for change in these and other areas – which critically underpin our approach to policing today’s world.

## Achievements to date

- 4.3 As with other elements of policing covered in this paper, reform of the police workforce does not begin here. We have made workforce modernisation a central issue in our programme of reform to date and have declared our intention to build the professionalism and widen the roles of police officers and staff. There have been substantial achievements already:



- **Record numbers of police personnel** – we have invested in record police numbers and will continue to do so. We have created the new role of community support officer (CSO) and, as indicated above, are committed to a sixfold increase in their numbers.
- **A reformed rewards system for police officers** – changes to police officers' pay and conditions of service were agreed in the Police Negotiating Board for the federated ranks in May 2002 and subsequently for more senior ranks. These agreements introduced:
  - pay arrangements which for the first time recognised the need to reward more challenging posts and individual competence and performance;
  - in the case of senior officers, three-year deals to permit a longer term approach to rewards issues.
- **Improved attendance management** – in October 2002 we implemented a Strategy for a Healthy Police Service, making £15m available to forces over three years to strengthen their occupational health capability. The aims of the strategy were a 15% reduction in officer sickness and 7% reduction in staff sickness in two years. The targets of 11.5 days per officer and 12 days per member of police staff by March 2006 have already been exceeded. In 2003-4, forces reported average absence rates of 9.6 days for officers and 10.9 days for staff. All but five forces had achieved levels below the national target rate.

### Our approach to building a new workforce

- 4.4 These are all real achievements. But they have not yet provided an environment in which ability, skills and experience can always flourish so that

we truly have a workforce capable of meeting the ever increasing challenges which face the police service. The Government's workforce strategy is based on providing the right numbers, skills mix, development and management to deliver excellent service to the public. We will seek to develop a motivated, efficient, customer-focused and well-led workforce that puts the law-abiding citizen first and is effective in reducing crime, detecting crime and preventing crime. We remain strongly of the view that the composition of the service does not yet fully reflect the diversity of the society that it serves and that it is an imperative for it to do so in the future.



- 4.5 At the heart of the Government's strategy is effective leadership throughout the service. We are committed to strengthening leadership at strategic, operational and first line levels. We have put commanders at Basic Command Unit level at the centre of delivering safer communities. Building on this approach, we want to support, in particular, the leadership role of the constable in the community.



- 4.6 Up to now, the Government has focused its training efforts on new entrants to the service – probationers – and on its senior managers. But we have seen development beyond that as largely a matter of preparing for promotion even though most police officers remain in the rank of constable throughout their service. A central part of our developing workforce modernisation programme will therefore be to develop and implement improved learning and development programmes for everyone in the service.
- 4.7 The Government believes that modernising the police workforce to deliver a more responsive, citizen-focused service means looking at each element of human resources management in the police service, from recruitment and probationer training to retirement.
- 4.8 Centrex<sup>1</sup> will have a vital role as a partner in workforce modernisation, as its role evolves from that of a volume training provider to an organisation which supports and co-ordinates the training of officers and staff, designing new learning and development programmes and ensuring consistency of training standards across the country through its work on assessment, quality assurance and evaluation.
- 4.9 We set out below the key elements of our approach, beginning with the central role we see for police constables in keeping our communities safe.

#### **The central role of the constable**

- 4.10 Out of nearly 140,000 police officers, almost 111,000 are constables – or 37,000 (50%) more than there were 30 years ago. Today’s constables face new challenges even though many of the fundamentals of their job have not changed.
- Police officers help prevent crime, catch criminals, protect the public, help victims and witnesses and reassure our communities. As we explore in Chapter One of this paper (see paragraph 1.20), the Government sees the role of the police service of today as being based, in large measure, on the core duties which all police constables are required to affirm to carry out.
- 4.11 At the same time, the changing operational and technological environment in which the police service now operates requires the acquisition of new skills – and in some cases a high degree of specialism – just as it will continue to require a high degree of versatility from officers. All officers need to be able to undertake major crime investigation, the effective use of forensic techniques and the handling of personal crises in issues such as domestic violence. A significant proportion of the police effort will always be needed to respond to calls for service quickly and effectively.
- 4.12 But with the spread of dedicated neighbourhood policing teams, we see constables increasingly working as community leaders in delivering what the public sees as priorities in their area. Increasingly they will be managing community support officers and wardens as part of mixed teams serving their communities. This is central to the kind of responsive neighbourhood policing across the country that we explore in Chapter Three of this paper. Constables will need to be skilled in building partnerships with criminal justice agencies and local authorities and securing additional resources for their borough or ward. We believe that the role of dedicated neighbourhood officer in today’s world is a skilled, specialist one – which needs to be properly recognised, supported and rewarded.

<sup>1</sup> CENTREX (the working name of the Central Police Training and Development Authority), is a Non-Departmental Public Body. It is the national provider of training to the police service.

**The Core Leadership Development Programme will ensure that officers of all levels, including post probationary constables, can develop the important leadership skills that will benefit and inform the way police constables and community support officers work together in serving the community.**

- 4.13 The Government does not, however, propose to diminish the legal status of the office of constable within the police service or to make police officers employees of police authorities. To do so would risk undermining the operational discretion and versatility, and the personal accountability of constables for their actions, on which the service depends.
- 4.14 **The Government will put in place mechanisms for continuously developing constables' operational skills**, building on the Professionalising the Investigative Process programme, currently being taken forward by the National Centre for Policing Excellence in Centrex. Enhanced learning and development along these lines, together with the proposals for professional registers, career pathways and improved performance and development reviews set out below should, we believe, help make continuous professional development for everyone in the service – including lifelong constables – a reality.
- 4.15 Within this framework though, the Government wants to consider changes to regulations where this will help develop a more flexible, better integrated workforce. Specifically, **we will no longer require officers to have spent a specific number of years in a particular rank before being eligible for promotion.** We think these are anachronistic restrictions and should be removed. Ability to do the job on the basis of national occupational standards should be the test.
- Sergeants and inspectors**
- 4.16 The role of sergeants is also critical to building a more responsive service. Sergeants are the first line managers of all front-line officers, and as such exercise a vital operational and leadership role in the service. They are also increasingly working with police staff. As the head of individual beat teams, their role in deployment and, in particular, in the prioritisation of the work of the police within local communities is critical – and will become increasingly so given our emphasis on dedicated neighbourhood policing.
- 4.17 As responsibility is increasingly delegated to the front line, the leadership and management role of inspectors and chief inspectors is also becoming more and more crucial. In particular, officers at these ranks should be playing a key role in developing the workforce – both their own teams and more widely – and in identifying, developing and disseminating good practice. People at this level should all feel engaged in continuously improving police performance.
- 4.18 **Sergeants, inspectors and chief inspectors – and police staff at equivalent levels – will all have access to the Core Leadership Development Programme, which will aim to develop their managerial, leadership and some operational skills.** A range of operational skills will be further enhanced through the Professionalising the Investigative Process programme.



### The role of the Chief Constable

- 4.19 Excellent strategic leadership and vision on the part of chief constables will be crucial to delivering the reforms set out in this policy paper and to ensuring that all communities receive an outstanding service from their local police. Chief constables must be committed to improving performance, challenging traditional ways of working as they lead reform in their forces. We are committed to working with them in removing regulatory barriers to effective delivery.
- 4.20 Chief constables will play a leading role in increasing community engagement by communicating effectively with local citizens. They are very well placed to identify developments in local communities because of the wide range of situations police officers deal with. They can contribute to the strategic direction of agencies working together on community safety. Chiefs already play a central role in the success of Local Criminal Justice Boards. We want high performing chief constables to work not only within their forces, but with their wider criminal justice partners to deliver an effective policing service.
- 4.21 The personal integrity of chief constables is essential in setting the highest ethical standards for the service. They must champion diversity and inclusivity in their forces and throughout the police service.
- 4.22 Chief constables are also, of course, accountable to their police authorities and to their communities more widely for delivery of the national and local policing plans, for the performance of their force, and for all aspects of the service which their officers and staff provide. A national performance and development scheme for chief officers was introduced in April 2003, to assess chiefs' performance. **We will revise the scheme to give police authorities a leading role in operating it.**

### The extended police family

- 4.23 In the Government's November 2003 consultation paper on police reform, we introduced the concept of convergence of the status of different members of the police family. In line with the recommendations of the recent HMIC thematic inspection on modernising the police workforce<sup>2</sup>, we believe it is essential for the long term development of the police service that we develop an organisation in which all those who work for the police service have an equivalent stake in the success of the organisation and a shared commitment to its aims. We do not however envisage a single legal status for officers and police staff.
- 4.24 We have already done much to develop the extended police family. We have, for example, developed good practice in the recruitment and management of volunteers. Police officers are

<sup>2</sup> HMIC Modernising the Police Workforce (2004).

now increasingly supported by community support officers (CSOs), special constables and police staff such as scenes of crimes officers, investigators, communications centre staff and case handlers in criminal justice units.

- 4.25 The recent HMIC thematic inspection of workforce modernisation nevertheless identified significant variation in the extent to which police forces have recruited staff to support officers. Effective support and deployment, making full use of new technology, is essential if we are to reduce bureaucratic burdens on officers and increase their availability for front line roles. We have funded workforce modernisation pilots which have demonstrated how police staff can take over custody and case management roles from officers who can then return to the front line.
- 4.26 Forces have already begun to deploy officers, CSOs and other staff on this basis. In Northumbria for example, the recruitment of new custody staff has freed up 90 officers for the front line. Wiltshire Police are using designated investigators to deal with routine interviews and evidence gathering – thus freeing up police officers to handle more complex cases. To be able to achieve similar results nationally, we will look to proposals under the Neighbourhood Policing Fund to identify how to use police staff more efficiently and so enable them to free still more officers from back office and support functions.



#### Community support officers

- 4.27 Evidence from forces shows that community support officers are already making a real difference to public confidence and police effectiveness. They are being effective in dealing with antisocial behaviour and tackling a range of low level problems that can be very destructive to communities. 27 evaluation programmes in forces deploying CSOs are already providing evidence of their impact at a local level. In Leeds and Bradford, for example, 82% of those interviewed stated that the presence of a visible CSO patrol made the city centre feel a more welcoming place to work, shop or visit. In Cambridgeshire, one beat area saw crime fall by 22.7% after the introduction of CSOs. The Home Office will report on the national picture, building on this local material, in December 2004.

## Increasing front line police officer strength through the deployment of police staff

**Metropolitan Police.** Supported by a £2.5m grant from the Home Office, the Bexley Borough of the Metropolitan Police has reviewed their main business functions and are in the process of re-engineering key areas of service delivery, including community policing, investigation, and custody. Changes in all these areas will result in the recruitment of police staff in a range of new roles, the introduction of better business services, and the next phase will release at least 30 police officers from back office related work to the front line. An external evaluation under development will measure the projects impact in tackling crime, improving reassurance and in making better use of resources.

**Thames Valley Police** has introduced a Police Redeployment Programme which has put staff in almost 400 posts previously designated for police officers and deployed these officers to front-line duties. This was the second phase of a strategy which started with recruiting people with specified professional backgrounds to fill key operational support and business support roles. For instance, BCU Management Teams include police staff members – specifically Business Managers and Personnel Managers – and the force’s scientific support is now delivered by police staff. To support these changes, a new pay structure for police staff has been introduced, moving away from incremental scales to broad pay bands with annual increases dependent on performance measured through PDR. The Force’s performance has improved steadily over the last three years, putting it in the top ten performing forces based on the HMIC 2004 Baseline Report. At the present time, the force is moving rapidly towards an increasingly neighbourhood focused style of policing and embracing wider use of community support officers as a key element of this strategy.

### **Dyfed-Powys**

Through the £13m workforce modernisation implementation fund, Dyfed-Powys have civilianised their custody functions, employing 15 staff with powers designated under the Police Reform Act, and releasing an equivalent number of police officers for the front line. As well as putting more officers back on the street to fight crime, the creation of a team of specialists is already leading to more efficient and cost-effective handling of prisoners. The new team has integrated well with local officers who have found the new system allows them to process prisoners far more quickly, saving them hours of paperwork, and letting them get back out on visible patrol.

4.28 As we set out in Chapter Three, the Government sees CSOs as being integral elements of the kind of dedicated neighbourhood policing teams that we want to see spread across the country. This approach is already happening in a number of forces. The Metropolitan Police Service for example has mixed CSO and officer neighbourhood teams. Surrey Police is piloting an integrated model where CSOs are supervised by experienced constables. This enables the force to maintain a greater presence on patrol and provide a higher level of reassurance to communities.

The Metropolitan Police introduced CSOs in September 2002, and now employ over 1,800. just over 1,000 of them are funded by local authorities and Transport for London. The response to these new officers has been overwhelmingly positive, both from communities and from the officers who work with them. A public survey completed for the Metropolitan Police found that over 75% of London workers and 90% of residents welcomed PCSOs. Over 50% of respondents felt more reassured about their safety as a result of seeing PCSOs on the streets. In the area where PCSOs were deployed, street crime offences decreased by 18.5% over 6 months. Moreover in London about 30% of CSOs are from minority ethnic communities, making a major contribution to helping the Metropolitan Police better reflect the communities it serves.

4.29 Making CSOs a permanent and central part of neighbourhood policing demands a co-ordinated approach to their recruitment, development and rewards. In preparation for the growth in CSO numbers **we will:**

- **develop, on the basis of the experience of CSOs so far, a minimum set of powers which all CSOs need to possess to play a full part in neighbourhood policing. This will include enforcement powers such as the power to require a name and address, the power to confiscate alcohol and powers to issue fixed penalty notices;**
- **empower forces to be able to grant the power of detention to CSOs which has been successfully piloted in six forces and encourage them to do so;**
- **work with forces and Skills for Justice to develop role profiles linked to the national occupational standards. This will enable forces to match recruitment, training and development programmes to the work that CSOs perform;**
- **develop national recruitment of CSOs. This will take into account pilots developed by the Metropolitan Police and others;**



- **create training packages for higher education colleges for those who have yet to join the service, and national induction and training packages for local delivery by forces. This will build on pilots developed by Sussex Police and form part of the training package being developed linking the wider policing family with that of officers. We have already organised a community policing TOGETHER Academy for both community support officers and neighbourhood policing teams. Building on this we will, in March 2005, ensure we reach all CSOs and their key police colleagues through a national TOGETHER Academy Programme. Their involvement in the TOGETHER Campaign will ensure that they have the tools, the know-how and the backing to tackle, not tolerate, anti-social behaviour in the communities they serve;**
  - **support training for supervisors of CSOs, who may be members of police staff or constables as well as sergeants;**
  - **ensure that terms and conditions negotiated in the Police Staff Council<sup>3</sup> provide the right rewards to recruit, retain and motivate CSOs and give forces the flexibility they need to maximise the benefits from deploying them;**
  - **examine how best to enhance the career structure for CSOs so the best can advance without necessarily becoming uniformed officers; and**
- **maintain our commitment to national and local evaluation and encourage the sharing of expertise and good practice across the police service.**
- 4.30 CSOs typically work in a neighbourhood policing role, providing a high visibility and reassuring presence. They can already be designated by their chief officers with a range of powers depending on decisions made at force level about how they are to be deployed. These include the power, for example, to issue fixed penalty notices/penalty notices for disorder for a range of offences related to anti-social behaviour; detain people in certain circumstances; require the name and address of a person acting in an anti-social manner; and exercise certain powers in respect of vehicle seizure, removal, testing, stopping, searching and checking and wide loads.
- 4.31 CSO powers are not designed to be the same as those of a constable which are, and will remain, far more extensive. We will continue, however, to consider the provision of new powers where there is an operational need and where this fits within the overall role of CSOs. We will ensure that they can most effectively perform the tasks they do best, such as dealing with low level criminal acts and anti-social behaviour. Chief officers will continue to have discretion to designate CSOs with additional powers above the proposed new national minimum.

<sup>3</sup> The Police Staff Council is a forum for the agreement of terms and conditions for police staff between the trade unions, Police Authorities and forces and the Home Office.



### Developing senior police staff

- 4.32 In view of the increasingly important role which police staff play in the police service, we need to be able both to attract from outside and to identify from within the service members of police staff who have high potential for development. **The Government will look at how to develop similar arrangements for police staff to those already available to police officers under the High Potential Development Scheme which was introduced in 2002 to support and develop future senior police leaders.**
- 4.33 We also recognise the substantial contribution that many police staff make at very senior levels in the police service and believe that the support available via the Senior Careers Advisory Service<sup>4</sup> should be available to police staff as well as officers. Greater consistency is also needed in the appointment of police staff to senior appointments as has recently been highlighted by HMIC in *Modernising the Police Service*. **We propose that the roles of police authorities and chief officers in the appointment of members of police staff of ACPO equivalent rank should be the same as those for senior officer appointments.**
- 4.34 Once appointed, senior members of police staff increasingly often have a status equivalent to members of ACPO – indeed some are ACPO members and are members of forces' top management teams. A number of directors of HR and finance have this status, and this is to be welcomed as part of the professionalisation of strategic business functions in the police service. Currently, regulations identify a number of non-operational functions which can only be carried out by officers of ACPO rank. An example is the

role of chief officers in hearing appeals under disciplinary procedures. **We will remove any regulatory bar which prevents members of police staff from carrying out functions appropriate to their role as senior managers.**

### Police staff transfer into officer grades

- 4.35 At present, a member of police staff, for example a CSO, who wishes to become a sworn officer has no avenue available to them other than to apply in a competition which is open to the general public. While that member of police staff is likely to benefit in the tests and assessment centre from the skills and experience built up in his or her police service, there is no arrangement by which they can be appointed ahead of any other suitably qualified applicant. We wish to promote easier movement from police staff to police officer status for those who wish to and who can meet the national recruitment standards.
- 4.36 **We will propose in the Police Negotiating Board the necessary regulatory changes to enable forces to run separate exercises for police staff to become officers, in accordance with the National Recruitment Standard, and to appoint successful candidates as soon as there are vacancies.** We will also look at ways of making the movement from special constable to regular police officer status easier for those who wish to and can meet the national standards.
- 4.37 At the same time we also want to ensure that career structures exist for police staff, including CSOs, who wish to remain in these roles. **We will accordingly propose in the Police Staff Council to review how more effective career structures for police staff might be put in place.**

<sup>4</sup> see paragraph 4.61.



### Special Constables and Police Support Volunteers

4.38 A common theme in this paper is that policing the community is not just the job of the police but of all of us. We want to encourage communities and individuals to work with the police to meet their local needs and we want to help give them the knowledge, skills, resources and opportunities to be active members of the community.

4.39 Police service volunteers – including special constables (volunteers with full constabulary powers) and police support volunteers (who have no powers) – have a direct role to play in reducing crime and the fear of crime, as well as helping deliver stronger active communities. We will increase the number and effectiveness of police service volunteers. We want to support the police service in increasing the opportunities for local people, groups and businesses to get involved, and making better use of the skills and experience offered.

4.40 We will therefore work with stakeholders to:

- **identify and share good practice in the recruitment, management, training and deployment of volunteers;**
- **encourage the use of dedicated staff to support the implementation of good practice. We have already awarded funding of up to £70,000 per force in England and Wales for initiatives to help increase numbers and ensure special constables are well managed and purposefully deployed;**
- **develop role profiles and a training programme based on national occupational standards for members of the wider policing family, including special constables and police support volunteers;**
- **support recruitment and marketing efforts to better publicise police service volunteering roles and the personal development opportunities they give to local people and community groups;**
- **investigate wider roles and specialist uses of volunteers; and**
- **help forces to establish partnerships with businesses, encouraging businesses to support staff who volunteer with forces, in recognition of their added training and skills.**



- 4.41 As part of this programme, we will set up, evaluate and spread learning from two pilots investigating specialist IT roles and employer support initiatives.

### **Professionalising the workforce**

- 4.42 We are committed to professionalising further the whole police workforce. Officers and staff need to keep their skills up to date as they progress through more structured careers. The new national occupational standards set out what skills are needed. A career in the police service should be seen as an opportunity for life-long learning and professional development.

- 4.43 The components of a modern, professional system for workforce development now exist or are in development: national occupational standards, the integrated competency framework, qualifications and professional registers. As these enter the police service we must ensure that they connect properly to create an integrated system for managing our people. This requirement has recently been highlighted by HMIC in *Modernising the Police Service*. We endorse HMIC's recommendation to develop a common model of integrated people management and this will form the basis of baseline inspection by HMIC of force HR management.

### **Career pathways**

- 4.44 The service has to meet a significant challenge in preserving the versatility which officers need for the operational resilience and flexibility of forces whilst developing the range of skills needed for today's police service. To date, there has been little in terms of a systematic approach to officers' career progression or access to specialisms. Police staff, on the other hand, have often been recruited to specialisms but with no clear pathway to progress into more senior roles within the service. There has been no tradition of accrediting learning or experience. We want to ensure that all those working in the police service will have identifiable career pathways in which to develop their professional skills and have them accredited with the aim of ensuring that the competence of individuals is regularly assessed and maintained throughout their careers, and not just at the beginning .

4.45 **The Government will therefore define career pathways and promote their take-up.** The work which we have been taking forward on Professionalising the Investigative Process is a model which we think can be applied in other areas of policing. **We will consider developing professional registers for the police service, in line with practice in other professions,** with the aim of ensuring that the competence of individuals is regularly assessed and maintained throughout their careers, and not just at the beginning of them. **We will develop a formal qualifications framework for the service, built on work-based assessment against national occupational standards. There will be qualifications for all areas of policing, including operational activities such as investigations and other activities such as management.**

4.46 We will also review the central provision of training to support operational policing, with the aim of ensuring that there is a similar structure of training for every stage of careers in operational policing.

4.47 There are already arrangements in place to identify those with the greatest potential through the High Potential Development Scheme. While there is evidence that these arrangements are in general working well, we need to ensure that the recruitment processes for the scheme are straightforward and streamlined and also that the scheme is able to develop a future pool of leaders which properly represents the diverse communities they will serve. **We intend therefore to review these aspects of the current scheme to see if there are changes which should be made.**

## Recruitment

4.48 All forces have agreed to implement the elements of the Government's National Recruitment Standards (NRS) programme for police recruitment. This includes a standard application form and online application channel (<http://www.policecouldyou.gov.uk/>) backed up by a national call centre, standard medical, fitness and eyesight tests, and an assessment centre. The NRS is not, however, mandatory at present. We believe that it should be. This will ensure that, as the NRS develops, forces will implement new features and update procedures in accordance with changing good practice and legal requirements. **We will therefore introduce proposals in the Police Advisory Board to make recruitment as a police officer dependent on completion of the procedures set out in the NRS.**

4.49 The police service remains unusual, if not unique, in developing all its senior officers from those who join at the rank of constable. In a changing labour market, and against a requirement for more specialist skills and managerial experience at every level, this risks denying the service access to some of the people it needs. Without the ability to recruit directly into officer ranks, the pace of change in the composition of promoted ranks will be slower than it needs to be, whether we are looking at the kinds of skills which the service needs or its gender and ethnic composition. The current model also denies the service the opportunity to recruit those who have already progressed to promoted position in comparable jobs – such as the probation service, HM Customs, financial crime investigation or the armed forces. **The Government therefore proposes to introduce multiple points of entry to the police service, and to remove the requirement that all police officers serve specific amounts of time at junior ranks before being promoted to more senior ranks.**

4.50 Among police staff, it has long been accepted practice to bring people in who have certain skills and experience in, for example, IT or finance. We will extend this principle to officers so that the service is able to benefit from the experience and expertise of individuals in, for example, investigation or operational management in other contexts. We think that suitably qualified individuals could become police officers at any level of seniority and undertake the training necessary to allow them to exercise the powers for the role they will assume. We are at the same time strongly of the view that experience of working on the front line is an essential foundation for operational leadership in the police service, and will wish to develop in consultation with the service programmes for direct entrants which will equip them with the necessary experience.

4.51 We intend also to look again at graduate recruitment to the police service. While many graduates do join the service (31% of those passing the assessment centre in 2003-4 were graduates) there is a widespread view, particularly amongst chief officers that forces currently recruit too few of the very best. **The Government will therefore review whether the offer which the police service is able to make currently to graduates is sufficiently attractive. We will look at this particularly in relation to opportunities for accelerated career development and whether more can be done to market police careers more effectively, and on a national basis, to the graduate recruitment market.**

### Probationer training

4.52 As part of our overall workforce modernisation programme, we need to look at developing a core of initial training for all members of the service – including officers, CSOs and other staff. So far we have designed a new programme for probationer training for officers – the Initial Police Learning and Development Programme. Under this new programme, forces will be responsible for delivery of all stages of probationer training, and the training will therefore be delivered locally – for example, in partnership with a local further or higher education college. Wherever possible, training will be non-residential to make it as family-friendly and accessible as possible.

4.53 The programme includes extensive work with local communities, with members of the public involved in all stages of the training cycle, and involves probationers spending extended periods of time with local community groups. We think this will be vital in terms of underpinning our approach to neighbourhood policing. The new programme is being piloted in five forces. There will be a phased national implementation – on a region by region basis – between April 2005 and April 2006. We are also working to link competency based training programmes for special constables, CSOs and other members of the policing family to the probationer package for regular officers.

### Qualifications

4.54 We believe that everyone in the police service should acquire transferable qualifications on the basis of their work, and relevant qualifications acquired before joining should be recognised within the service. We intend to develop this in two further ways:



- **we will introduce a single national qualification for officers who successfully complete their probation.** Probationers will be assessed in the workplace against national occupational standards and when they achieve them, they will be awarded a qualification that is recognised outside the service as well as within it. Pre-entry training will be based on the national occupational standards in order to ensure that such training accurately reflects the needs of the police service. The recently established Police Licensing and Accreditation Board will be charged with maintaining quality assurance of such training;
- **we will work with further and higher education establishments to enable people with an interest in policing to undergo relevant training before actually joining a particular force and beginning their careers.** This follows best practice in other professions including health and education. We will also provide for the accreditation of prior experience and learning (APEL).

#### Performance and Development Reviews

- 4.55 The effective use of performance and development reviews (PDRs) is central to our work on learning and development specifically and workforce modernisation more widely. It will increase in importance as learning and development is tailored to the needs of the individual, and as work-based assessment is increasingly carried out against national occupational standards.
- 4.56 The PDR scheme will be used to work up development plans for individual officers and staff, allowing training to be more precisely targeted on their specific needs. The PDR process

is based on the integrated competency framework. Technology can have a major role here. The new Managed Learning Environment for the police service – now being rolled out by the National Centre for Applied Learning Technologies in Centrex – will be used to support people in making greater use of PDRs, which should not be the preserve of HR professionals. All line managers should be using them with their staff.

- 4.57 Since the introduction of a national PDR scheme for both officers and police staff, the use of PDRs has improved. But there is still much to do and we wish to accelerate this process. **We will therefore overhaul the PDR scheme with the aim of making it clearer, more robust and easier to use. We will use the Police Performance Assessment Framework (PPAF) to monitor the use of PDRs by forces.**

#### Promotion

- 4.58 Promotion to sergeant and inspector has for many years been based largely on examinations. This is now considered by the service to be inflexible and to take too little account of actual performance on the job as opposed to theoretical knowledge. While there is clearly a basic minimum of knowledge which those promoted to sergeant and inspector must have, we want to give much more weight to actual performance. **Accordingly we will extend work-based assessment throughout the service as an alternative to the existing examinations<sup>5</sup>.** The new promotion arrangements will be based on performance and development reviews and assessment against national occupational standards.

<sup>5</sup> these examinations are known as OSPRE II.

### Leadership development

- 4.59 Strong and effective leadership at all levels of the police service is critical to all our work on workforce modernisation and to the success of our wider police reform agenda. We have established Core and Senior Leadership Development Programmes to ensure that there is a clear structure for the provision of training on leadership and management for officers and staff at all ranks and grades.
- 4.60 We want to strengthen this provision for front line and middle managers, and for Basic Command Unit (BCU) commanders in particular. **The Government will develop enhanced training leading to a specialist qualification for people wishing to take on BCU commander roles.** Effective people management is an essential part of leadership and forces should assess people management skills at all levels as part of the PDR process. **Over time, we think that there should be a mandatory qualification for superintendents seeking to become BCU commanders.** We will consider a range of options for this, with the aim of introducing a qualification which would be recognised outside the service as well as within it. We will work towards having this qualification in place within three years, with all BCU commanders being appropriately qualified within five.



- 4.61 **The Government will strengthen the way in which the service identifies senior talent. The Senior Careers Advisory Service will be aimed at chief officers and superintendents with the potential to become chief officers, and their equivalents among senior police staff.** It will support these existing and potential senior leaders in managing and developing their careers, offering a range of development experiences and careers advice. The SCAS will be staffed by HR specialists from within the service and outside. It will ensure that there is a large pool from which potential senior leaders can be drawn. The service will learn from other organisations' experience and explore joint development opportunities with them. Secondments and exchanges with other organisations in the public and private sectors will be a feature of this work .



4.62 The Government is also committed to working with partners to devise new arrangements for the senior appointments process. These will need to ensure that the very best leaders apply for senior posts and that selection procedures are objective, fair, rigorous and appropriate for these challenging roles. In establishing new procedures, we will look to good practice in other organisations, both public and private, and consider how best to involve independent representation in each stage of the process.

4.63 Following the Police Negotiating Board agreement on chief officers' pay and conditions, the Government proposes to revise the PDR scheme for chief officers to give police authorities a leading role in operating it.

#### **Retention and leaving**

4.64 Providing excellent pension arrangements for police officers and police staff will remain a key priority for the Government. The current pension scheme is a valuable one but it is inflexible. Because it is based on a 30 year career it is expensive and fails to make full use of the skills and experience of officers in their late 40s and early 50s. The current scheme is still based on an expectation that police officers will retire at the very point in their careers when many are making their most sustained and valuable contribution. The present arrangements also look increasingly out of line with a world in which people are living longer and enjoying healthier and longer working lives.

4.65 That is why the Government published proposals in December 2003 for a new police pension scheme based on a 35 year career rather than 30 years and improving a number of aspects of the current pension arrangements including extending benefits to unmarried and same sex partners. Under these arrangements, which will

take effect in April 2006, existing officers will have the choice of whether to remain in the existing scheme or transfer to the new one. New recruits will automatically join the new arrangements. This change will represent significant progress.

4.66 In addition to introducing a new pension scheme the Government is reviewing the current system of pensions financing. At present police forces have to bear the cost of retired officers' pensions out of their annual budget, with the result that there is no clear distinction between operational and pensions expenditure. This undermines effective financial planning and the delivery of policing outcomes. This system also exposes forces to a rise in pensions costs due to the expected increase in the number of retirements over the coming years. The Government is considering the practicalities of a new system under which police pensions would continue to be administered locally but would be paid out of a separate pension account funded by employer and employee contributions and topped up as necessary by central Government. The proposed change would take much of present pensions' funding out of the grant formula, leaving in only funding to support the cost of employer contributions. The Government recognises the importance of any change in the funding formula being introduced as smoothly and fairly as possible. It plans to consult on the detailed proposals next year with a view to bringing in the new finance system in April 2006, at the same time as the new pension scheme.

4.67 We wish to build on the initial experience of the existing 30+ scheme pilots to retain the skills of our most experienced officers. Experience of the scheme has shown that there is considerable interest amongst both officers and managers in a scheme enabling those eligible to retire after 30 years with maximum benefits to return to serve as

a sworn officer after taking their pension lump sum. In the light of the comments from force managers in response to a recent survey, the Home Office will report back to the Police Negotiating Board with recommendations on the future development of the 30+ scheme by April 2005. In the light of the view of forces, we will assess whether changes are needed to the 30+ arrangements. Any revised arrangements will need to represent value for money, and not simply involve those who would have stayed on in any case, and will also need to be consistent with the front-line requirements of forces.

- 4.68 Just as we are considering the way and level at which people enter the service as part of our work on career pathways, we will also be looking at the way and time at which people leave it. The Government believes that good management and performance appraisal can do much to ensure the effective deployment and career development of officers. We will work with the service to ensure that systems support management in dealing robustly with performance issues.

#### **Discipline review**

- 4.69 It is essential that disciplinary arrangements are in place that meet the needs of a modern police service. A fundamental review is currently being undertaken into police disciplinary arrangements and will consider the extent to which they provide a proportionate, just and effective process for the disposal of conduct and complaint matters. The review will report to the Home Secretary in December 2004. It will include recommendations as to how existing arrangements might be improved with particular attention to cost effectiveness, timeliness, non-discrimination, minimising bureaucracy and the provision of adequate protection to individual officers. Police stakeholders are actively participating in the review and their engagement

will be crucial to its success.

#### **Diversity**

- 4.70 It remains a fundamental challenge for the police service to ensure that the composition of its workforce is truly representative of the communities it serves. But the Government believes this is vital if the service is to command increased public trust and confidence – and see the kind of deeper and stronger level of engagement with communities on which the development of a truly citizen-focused service, to which this policy paper aspires, is to be realised.
- 4.71 There are a number of legal imperatives underpinning this approach. For example, the employment provisions of the Disability Discrimination Act were applied to police officers in October 2003. This will facilitate the employment of able, competent people who have previously been barred from the police service on account of a medical condition. Other regulations make it illegal to discriminate against people on the basis of their sexual orientation and/or religious belief in employment and vocational training. Both apply to all employment in the police service. The Government believes that it is important to ensure that the service is drawing on the broadest range of people, skills and experience available to it.

#### **Race equality**

- 4.72 The Government's race equality targets commit police forces to achieving ethnic minority representation for officers and staff by 2009 in proportion to the economically active ethnic minority population in the force area. While many forces are on track to achieve this, the challenge for some of the largest urban forces is considerable.



- 4.73 But although progress may not be as rapid as we once hoped, that is not a reason for making less effort. On the contrary, the Government and the police service should learn from other more successful sectors, build on what works and develop new initiatives to address race equality issues in the service.
- 4.74 A central element of this will be the service's response to the Commission for Racial Equality's inquiry into racism in the police. The Commission's interim report<sup>6</sup> identified a number of issues in relation to forces' race equality schemes, the impact of elements of the national recruitment standards programme on race equality, and training and discipline procedures. We are working with the police service in response to all these issues. But it is not sufficient for the service merely to be reactive to external pressures. The public needs to be reassured that
- the Government and the service are actively working to address issues of racism in the service, such as those illustrated starkly by last year's BBC programme *The Secret Policeman*.
- 4.75 To this end, the Government welcomes the Association of Chief Police Officers' proposal to develop, with the Association of Police Authorities and the Home Office, a joint confidence and equality strategy. We welcome also the strong line which ACPO has taken on membership of organisations whose aims or pronouncements contradict forces' race equality duty<sup>7</sup>. **The Home Secretary has proposed to the Police Advisory Board to make changes in regulations and determinations so that a member of a police force shall not belong to the BNP, Combat 18 or the National Front or any other organisation whose constitution, aims, objectives or pronouncements are incompatible with the duty imposed by section 71 of the Race Relations Act 1976.**
- 4.76 In January 2004, the Home Secretary, working on the advice of the Stephen Lawrence Steering Group published *Breaking Through*, a guide to good practice on the recruitment, retention and progression of ethnic minority officers and police staff. It remains the Government's objective that all forces should apply the practice identified in *Breaking Through* and that Her Majesty's Inspectorate of Constabulary should use this as part of its baseline assessment of forces. We wish however to go further and implement new measures to accelerate the pace of change.

<sup>6</sup> CRE 'A formal investigation of the police service in England and Wales' June 2004

<sup>7</sup> ACPO's statement of 28 July: No member of the Police service, whether police officer or police staff, may be a member of an organisation whose constitution, aims, objectives or pronouncements contradict the general duty to promote race equality. This specifically includes the British National Party

4.77 It is not the Government's view, however, that measures which would provide the police service with an exemption from any provisions of the Race Relations (Amendment) Act in respect of recruitment would be helpful in increasing trust and confidence on the part of any section of the community. The recruitment process to the police service must be fair and open and have no adverse impact on any group. Standards of entry to the service must be maintained at a high level and must meet the operational requirements of the service.

4.78 But there are a number of specific changes the Government does propose to make. **We will:**

- **develop standards for language skills other than in English so that forces may take the obvious advantage of having those skills into account in recruiting where this is operationally justified. Such candidates will of course need to meet the other elements of the national recruitment standard;**
- **establish a national panel of assessors from ethnic minority communities and include a regulatory requirement in National Recruitment Standards that all assessment and selection panels include representatives from ethnic minority communities and that where insufficient local assessors are available, members of the national panel take part in the assessment centres;**
- **introduce a standard exit interview procedure to help us understand why people are leaving the service, particularly in the first six months (where ethnic minority recruits are disproportionately represented);**
- **work with the National Black Police Association in support of its development plan and strengthen the support network for ethnic minority officers;**
- **run specific exercises to encourage members of ethnic minorities with successful careers in other professions to apply for lateral entry to senior ranks in the service. They will of course be required to meet the same standards for entry as majority community candidates; and**
- **review our promotion and progression procedures to ensure they are fair, transparent and have no adverse impact on any group.**

#### Gender equality

4.79 There has been an encouraging improvement in the number of women recruited to the police service. Nevertheless, because of the historical legacy of low levels of female recruitment, only 20% of police officers are women. This compares to 62% of police staff and 39% of community support officers.

4.80 The Government will seek to improve performance on the recruitment, retention and progression of women. We will work closely with the British Association of Women Police to ensure women have the support and opportunities to enable them to reach their potential. Part of this is about seeking to ensure the police service is seen as an attractive career option for women and that the working environment is professional and supportive. We need to step up our efforts and confront individual sexist behaviour and address the systems which adversely affect recruitment, retention and progression;

4.81 There are a number of specific elements to our approach. **The Government will:**

- **review barriers to the recruitment of women. Wherever possible, we will make police training, including foundation and probationer training, non-residential and available on a part-time basis. Family-friendly, flexible working patterns should be available as a matter of course;**
- **examine the stages of the promotion process to identify barriers to progression and take steps to remove them. In particular, we will examine what is needed to improve support and progression for ethnic minority women officers; and**
- **consult the service on the introduction of challenging progression targets to ensure greater representation of women at higher levels of the service and on the High Potential Development scheme.**

#### Police Race and Diversity Learning and Development Programme

4.82 The Government believes that the approach and ethos outlined above must be reflected and, in turn, reinforced by learning and development programmes within the police service. To support this approach, **we will publish a strategy for using learning and development to improve police performance in race and diversity over the next five years.**

4.83 The strategy will mark a significant departure from previous work in this area by making individuals responsible for their performance in race and diversity, for improving and assessing individual, team and force performance in race and diversity – and for making a clear link between the two. Training in race and diversity will no longer be seen as separate from all other police training and development.

4.84 In keeping with the direction for policing in this country that this paper sets out, the strategy will emphasise the importance of community engagement in policing. The new strategy uses the national occupational standards for race and diversity – with a requirement that everyone in the service is assessed against these – and against the Policing Performance Assessment Framework and Her Majesty’s Inspectorate of Constabulary’s baseline assessments to ensure that the service is held accountable for performance in this vital area. **The Government proposes additionally, to place a new duty on police authorities to promote diversity within the police force and authority** (see Chapter Five).

#### Officer and staff representative organisations

4.85 The Government believes that collective discussion on the working environment, reward and other issues affecting all those in the service is to be encouraged. Engagement with the staff associations and unions has contributed real value to the development of policy and the management of change in the service, and the Government wishes to continue to encourage active engagement by all members of the service in their staff associations and trade unions.



4.86 Police officers will continue to have specific interests in issues of pay and conditions which are determined by the Police Negotiating Board (PNB). But there are also issues – many of which are discussed in the Police Advisory Board (PAB) – which are of equal interest to police staff. In addition, as police staff come to exercise an increasing range of police powers, the issues on which they may wish to be represented is likely to overlap increasingly with those of interest to officers. Consequently, **the Government wishes to explore with the staff associations and unions, and with the Independent chair of the PAB and PNB how to formalise the relationship between police staff unions and the PAB.**

### Pay reform

4.87 Further pay reforms must support the operational requirements of the police service and deliver value for money in terms of improved performance. In order to maintain the momentum of workforce reform we will continue to develop through the Police Negotiating Board and the Police Staff Council pay arrangements that will:

- meet the need to recruit, progress and retain officers with the right competencies;
- reward officers who deliver national and local priorities;
- reward in the right proportions the demands of the role, skills and performance;
- acknowledge the changing requirements of police roles and ranks, recognising in particular the leadership role of many constables;
- support police career pathways and multi-level entry to the service, within a coherent rank structure;

- meet the needs of a more diverse workforce;
- recognise relevant accredited qualifications that contribute to effective delivery of required outcomes;
- reflect local needs within a national framework;
- give the right degree of autonomy to local management in pay decisions, within a national framework, and
- minimise the bureaucracy associated with the delivery of these arrangements.

### Deployment

4.88 Increasing the flexibility of deployment of police officers and police staff is important both for effective policing and for the health of officers and staff themselves. We are therefore publishing alongside this paper a study of rostering and deployment in response teams in seven police forces backed up by a national survey of all forces (see [www.policereform.gov.uk](http://www.policereform.gov.uk)). The findings suggest that there are real benefits to be had from better management of shift patterns. A variable shift arrangement built around accurate demand profiling can provide almost 70% more officers on duty at peak times than a shift pattern with a flat supply. On the basis of the sample, it is possible that if all forces moved to an assessment based on local profiling over 2,000 more officers could be on duty at peak times. Such arrangements have the potential to make it easier for forces to manage court attendance, case handling and overtime. They potentially generate less fatigue and better health and safety outcomes than 12 hour shifts do. Following this study, **the Government will develop proposals for change in deployment arrangements in consultation with the police service, including the staff associations and trade unions.**



### Sickness absence

- 4.89 **The Government will build on the improvements already delivered on police sickness absence by the introduction of more stretching targets.** New targets in the National Policing Plan for police officers (8 days per year) and staff (9 days per year) challenge all forces to match the performance of the best.

### Human resource capability and performance measurement

- 4.90 Delivering a skilled, well-motivated workforce is a challenge for all managers and policy makers in the police service. The Government will strengthen the service's HR management capability by building the skills and knowledge both of line managers and HR departments. Developing and implementing a pay and workforce strategy will, over time, be a major function of the new National Policing Improvement Agency that we discuss in Chapter Five.
- 4.91 But change must not, however, await the arrival of the Agency. The development and spread of the kind of dedicated neighbourhood policing teams that we discuss in Chapter Three for example will mean many police officers becoming line managers for the first time. To meet these needs, we will work with the police service to support the development of HR management capability. **We will encouraging forces to assess people management skills in Performance and Development Reviews at all levels; develop a competency framework for HR managers; and improve access to professional training for HR specialists.**

- 4.92 The HR capability of forces is already measured in the organisational capability of the Policing Performance Assessment Framework and Her Majesty's Inspectorate of Constabulary's baseline assessment. The Police Standards Unit has carried out detailed work to improve HR capability in some of the forces with which it has worked. **The Government will develop measures within the Assessment Framework to reflect a broader range of HR activities – in particular the effectiveness of force PDR systems – and Her Majesty's Inspectorate of Constabulary will continue to refine its baseline assessment activity in this area.** We will continue to work with the police service to ensure that good practice lessons are shared with forces.



# Chapter Five: Ensuring effectiveness



## Chapter Five: Ensuring effectiveness

### **What we want to achieve:**

- a clear national framework which supports locally responsive policing;
- intelligence-led policing happening at every level;
- police forces and authorities having a sharp focus on performance
- the police service having a culture of challenge and self-improvement;
- policing having the right structure and support to meet the challenges of today's world;
- clearer, stronger methods to ensure all communities enjoy responsive, citizen-focused policing.

### **Key proposals:**

- a more tightly focused National Policing Plan;
- a new Code of Practice to help embed the systematic application of the National Intelligence Model;
- a new grading mechanism for police performance – with new arrangements for rewarding success and addressing under-performance;
- a new National Policing Improvement Agency and the rationalisation of existing national policing bodies;
- a review of police force structures;
- a review of the partnership provisions of the Crime and Disorder Act 1998;
- changes to strengthen the membership and role of police authorities.

### **Introduction**

5.1 In this Chapter, we explore further issues which are central to the success of the Government's drive to increase the responsiveness and customer service culture of police forces in England and Wales, and build a new relationship between the police and the public through the

spread of dedicated neighbourhood policing across the country.

5.2 As this paper indicated at its outset, the Government recognises that neighbourhood policing cannot be seen as an activity which is isolated from the rest of policing which happens

at Basic Command Unit, police force, national and, increasingly, international level. Effective, intelligence-led policing at all these levels is vital to further reduce crime and anti-social behaviour and ensure safety, security and stability in our communities. It is a pre-requisite for building the responsive, citizen-focused police service – which enjoys increased public trust and confidence.

5.3 The Government's overall approach is based on:

- i. having a clear national direction and strategic framework for policing which enables police forces to be responsive to particular local needs but which also ensures that communities across the country enjoy core national standards of policing; while at the same time recognising that the challenges of 21st century society and criminality mean that national consistency in certain policing practices, such as the use of IT and the collection and sharing of intelligence, is essential;
- ii. a continued focus on the systematic use of the National Intelligence Model and on police performance to reduce crime and anti-social behaviour – with rewards for good performing police forces, support for those that need it but, in the last resort, intervention in cases where communities are being demonstrably failed by their force or police authority;
- iii. developing a true culture of self-improvement in the police service; and having the right structures, funding, powers, science and technological support to tackle the very considerable challenges of today's world; and

- iv. having clearer, more transparent and stronger methods to ensure that those who are responsible, at every level, for delivering good policing and reducing crime and anti-social behaviour within communities, and responding to the needs of the public whom they serve, are held effectively to account for their performance in doing so.

5.4 These issues are inter-linked. We explore them, in turn, below.

### **The overall framework for policing**

#### **Responsive local policing within a national strategic framework**

- 5.5 The Government has a clear role in setting the national direction and strategic framework for policing in England and Wales. We also believe it is Government's role to establish priorities and standards to ensure equity in the provision of policing services for all communities in this country. This policy paper is part of the process of setting the direction for today's police service. The direction is one which has the support of the leadership of the police service.
- 5.6 The national strategic framework for policing in England and Wales is set out in the National Policing Plan which we proposed in our December 2001 policy paper and which, following the Police Reform Act 2002, the Government is required to publish annually.<sup>1</sup> This sets out minimum standards against which policing should be delivered locally. The last Plan published in November 2003 set out five key priorities with two underpinning themes for

<sup>1</sup> By virtue of section 1 of the Police Reform Act 2002.

policing.<sup>2</sup> Forces' performance in tackling both local and national issues is measured by what is known as the Policing Performance Assessment Framework.<sup>3</sup>

- 5.7 The next National Policing Plan will be published shortly, following consultation with police organisations (principally the Association of Chief Police Officers and the Association of Police Authorities), criminal justice partners, and community and victims representatives. Its development has been informed by the content of the Home Office five year Strategic Plan published in July 2004;<sup>4</sup> the new set of Home Office Public Service Agreements announced in the Spending Review 2004 and the Association of Chief Police Officers' recent National Strategic Assessment which sets out a comprehensive picture of current, emerging and longer-term policing priorities.<sup>5</sup>
- 5.8 **The forthcoming National Policing Plan will complement the approach set out in this paper and will be more strategic and concise than previous Plans.** As a starting point, the Home Office's new Public Service Agreement target to reduce crime by a further 15% by 2007-08 – which was set out in the Home Office five year strategic plan in July 2004 and which will be reflected in the forthcoming National Policing Plan – is less prescriptive than before (targets previously required the reduction of burglary, robbery and vehicle crime by specific percentages each).
- 5.9 The Government intends that the forthcoming Plan will set out five clear strategic *outcomes* which the Government sees as its priorities. These will reflect the kind of things we believe the public most wants to see – a more responsive police service for example; overall crime – including violent and drug-related crime – being reduced; anti-social behaviour and disorder being tackled. We will expect these outcomes to be reflected in all police forces and police authorities' local plans. But it will be for individual forces and authorities to determine the weight to be given to each priority, based on local need. And it will be for forces and authorities to take appropriate action to tackle particular local problems which may not affect other areas in the same way – and which recognises the difference between policing urban and largely rural areas.
- 5.10 The forthcoming National Policing Plan will therefore support the approach in this paper for the development of a deeper, stronger connection between communities and the police who serve them. It will set the clear overall national framework within which local policing – responsive to particular local needs – is delivered to the public.
- The need for national consistency in some areas of policing**
- 5.11 The Government remains committed to seeing policing delivered through responsive local police forces. We are not persuaded that the

<sup>2</sup> The five priorities were – the provision of a citizen focused police service; tackling anti-social behaviour and disorder; continuing to reduce burglary, vehicle crime, robbery and drug related crime; combatting serious and organised crime; and increasing the number of offences brought to justice. The two underpinning themes were community engagement and countering terrorism.

<sup>3</sup> See Appendix II.

<sup>4</sup> Confident Communities in a Secure Britain (Cm 6287).

<sup>5</sup> A summary is available at [www.acpo.police.uk](http://www.acpo.police.uk)



establishment of a national police service is the right direction for policing in this country. We talk more about police force structures in paragraphs 5.62–5.64 below. But the Government recognises that the nature of crime, the sophistication of criminality and changes in the ways we all communicate has transformed the environment in which policing now operates. To meet these challenges and ensure the protection, safety and security of the public, the Government believes that there are some areas of policing activity in which there is a pressing need for national consistency – where it makes no sense for things to be done in different ways across the current 43 force structure in England and Wales.

- 5.12 Recent events have thrown this issue into sharp relief. The Report by Sir Michael Bichard published in June 2004 following the Soham murders – and those terrible events themselves – show the importance of the police’s role in child protection and starkly illustrate the dangers inherent in police forces handling intelligence and information in different ways.<sup>6</sup> We will heed the lessons from Bichard and the Soham case.

**In the light of the Bichard Report, the Government is committed to:**

- **introducing a statutory Code of Practice on police information management by the end of 2004;**
  - **implementing a national IT system for handling and sharing police intelligence by 2007;**
  - **overhauling existing vetting procedures; and**
- 5.13 The Government considers that in the area of science and technology – which is vital to supporting effective policing, reducing bureaucracy and making policing more efficient – more needs to be done to ensure national consistency and implementation. This will, over time, become a key responsibility of the new National Policing Improvement Agency, which we discuss in paragraphs 5.42–5.55 below.
- 5.14 The Government does not see its approach of pursuing national consistency in some areas of policing activity as being at odds with the emphasis which this paper places on local police force responsiveness. Rather, we see it as supporting and protecting local policing. We explore the related issues around greater collaboration and co-operation between forces, particularly in terms of tackling cross-border (or ‘level 2’) crime, in paragraphs 5.56–5.61 of this Chapter below.

### **Intelligence and Performance**

- 5.15 Intelligence-led policing (through the national adoption of the National Intelligence Model) and police performance have been, and will continue, to be at the heart of the Government’s overall approach to reducing crime and anti-social behaviour and building a better police service in this country.

<sup>6</sup> The Bichard Inquiry Report – available at [www.bichardinquiry.org.uk/report](http://www.bichardinquiry.org.uk/report)

### National Intelligence Model – a cornerstone of operational policing

- 5.16 The National Intelligence Model has become crucial to the success of modern operational policing in England and Wales – as foreshadowed in our December 2001 policy paper on police reform. The model was developed from within the police service itself as a new approach to professionally managing intelligence to help direct police operations. It has been endorsed by the Association of Chief Police Officers, validated by Her Majesty’s Inspectorate of Constabulary, and adopted by every force in the country. Its approach works against every level of crime from anti-social behaviour and disorder at neighbourhood level through to serious organised crime at police force level and beyond.
- 5.17 The Government regards the National Intelligence Model as providing a cornerstone on which policing in the 21st century should be built. In line, specifically, with the direction the Government wants to see the police service travel that we explore in Chapter One of this paper, we believe that the model is vital in the service moving away from being overly *reactive* to being more *proactive* – with better identification of crime hotspots and better targeting of prolific offenders. And with the development of a more citizen-focused police service and spread of dedicated neighbourhood policing across the country, the kind of intelligence received from communities will help direct police resources in the most effective and efficient way possible, whilst also responding to the needs and priorities of local communities.
- 5.18 The National Intelligence Model can also be used in the context of partnership work to reduce crime and disorder within communities. This is

already happening in some areas (for example the Greater Manchester Against Crime partnership business model – which is a complete system for partnership working – is closely based on the National Intelligence Model and applies its principles in a partnership context). We would like to see this approach taken up more widely.

- 5.19 The Government will continue to improve and develop the National Intelligence Model to ensure that police forces and the public benefit from this intelligence-led approach to policing. We want to ensure that the model is truly embedded within forces. **The Government will introduce a new Code of Practice to ensure that the National Intelligence Model is used as effectively as possible and that the legal framework within which it must be applied is understood by all.** Her Majesty’s Inspectorate of Constabulary, through their inspection activity, will ensure that all forces are making the maximum possible use of it.

### Police performance – why it matters

- 5.20 Beyond choosing where to live, people have no effective choice about the type of police service they have in the way that, elsewhere in the public sector, parents can choose schools for example. Yet at a time when the Government has delivered a sustained and major programme of investment in the police service and provided for record police numbers, it is clearly more important than ever that it is satisfied that taxpayers’ money is being well spent and that the police service of England and Wales is responsive to the needs of those it serves. The Government therefore regards it as important that it has an overview of how well police forces and the Basic

Command Units within forces are doing in terms of, for example, reducing crime, investigating crime and using their resources. The Police Standards Unit within the Home Office, which the Home Secretary established in June 2001, carries out this overview and its assessments are published for the public to see in the annual publication of the Police Performance Monitors.<sup>7</sup>

### Police Standards Unit

Over 2003-04, the forces with which the Police Standards Unit was engaged reduced volume crime by 13.3% – twice the rate of other forces in England and Wales – and 3 of the 5 largest reductions in crime across the 43 forces were in the Police Standards Unit’s target forces.

- 5.21 Further background on how police performance is assessed is contained in Appendix II.

#### Next steps on performance

- 5.22 An unprecedented amount of high-quality, sophisticated information about police performance is now available to Government, police forces, police authorities, Crime and Disorder Reduction Partnerships and the public. The Government will continue to maintain a sharp focus on performance – which is delivering real results in terms of driving down crime and increasing public safety. The Police Standards Unit will retain a pivotal role in assessing and

driving performance across the board.

- 5.23 This step change in the development of a performance culture within policing is another crucial cornerstone on which the kind of responsive, citizen-focused police service we describe in this policy paper will be built. We have already set out (in Chapter Three) changes we propose to make to the way police performance is assessed to support this approach – through measuring public satisfaction for example. But there are some other specific performance-related changes that the Government proposes to make – which are set out in the following paragraphs.

#### Providing information to the public

- 5.24 In Chapter Three of this paper, we set out our proposals for the kind of minimum standards of information about policing that all households should expect to receive. These should be tailored to local needs. At a national level, the Government has already taken important steps to provide the public with an overview of the performance of all 43 police forces in England and Wales through the annual publication of the national Police Performance Monitors. The publication of Her Majesty’s Inspectorate of Constabulary’s baseline assessments<sup>8</sup> has also proved a significant step forward in generating an understanding of which forces have performed well and on which aspects of their service.

<sup>7</sup> Available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

<sup>8</sup> See Appendix II.

## Improving detection rates

The Government is committed to catching and convicting offenders through a more joined-up criminal justice system. Under the terms of the new Public Service Agreement targets, the aim is to bring 1.25 million offences to justice each year by 2007-08.<sup>9</sup>

The police will be important contributors to the delivery of this goal. The Government is clear that fundamental to delivering “brought to justice” outcomes is improving the rate and quality of sanction detections.<sup>10</sup>

Sanction detection rates in many forces are too low and there are marked performance variations across forces. A comprehensive programme of work is underway, led by the Police Standards Unit, to improve performance on sanction detections. Early improvements in the sanction detection rate are already being witnessed but there is much further to go.

The Government is clear that securing more offences brought to justice and enhancing the number of sanction detections must not be at the expense of reducing crime. Experience is demonstrating, however, that crime reduction and enhanced sanction detections performance can be achieved simultaneously.

5.25 By summer 2005, the Government will have brought together data from the system used to measure police performance (the Policing Performance Assessment Framework) and HMIC baseline assessments to give a common view of the performance of all 43 police forces. These assessments have become accepted as thorough, comprehensive and balanced views of how well policing is being delivered. But their multi-faceted nature can make it difficult to communicate clearly a straightforward, summarised assessment of a force’s performance. By the time of the next publication of the Police Performance Monitors in autumn 2005, **the Government will have considered options which will enable us to publish a single overall grading for each police force in England and Wales.** This will not be about producing a ‘league table’ of forces. We intend that forces be grouped into four bandings of performance.

## Freedom and control

5.26 The process of arriving at an overall grading of police performance that we describe above will enable the Government to identify those forces graded as ‘excellent’ and reward them accordingly. A key principle of our approach to making policing better is striking the right balance between providing greater local freedom and ‘earned autonomy’ to strong performers whilst, at the other end of the spectrum, having appropriate means of intervention, to support forces and communities, where performance falls short.

<sup>9</sup> Brought to justice means that the offence resulted in a caution, conviction, penalty notice or was admitted by the offender, who asked for the offence to be taken into consideration by the court (TIC), and signed a TIC acceptance form. Formal warnings (also known as street warnings) for the possession of cannabis are also included. Cautions include reprimands and final warnings to juveniles where a caution would previously have been given, and conditional cautions. The crimes that count towards achieving the offences brought to justice target are notifiable (recorded) offences, plus offences of resisting or obstructing a constable.

<sup>10</sup> Notifiable criminal offences cover a wider spectrum of criminal activities from homicide to minor theft that are recorded by all police forces. A sanction detection is a notifiable criminal offence for which an individual has been charged to appear before a court; summonsed to appear before a court; had the offence taken into consideration (TIC) at court when pleading guilty to a substantive and similar offence; formally cautioned for the offence; or a youth reprimand/final warning.

5.27 The Government's approach is based on:

- offering greater freedom and autonomy where police forces and Basic Command Units have earned this through effective performance;
- providing more intensive support – via the Police Standards Unit and others – where performance concerns or other needs (nationally or locally) require it; and
- intervening to ensure minimum standards of service to communities on those limited occasions where this is necessary.

### **Freedoms for the best performers**

5.28 **For those forces graded 'excellent', the Government proposes to provide a general 'inspection break', for rolling 12-month periods.** This will mean that those forces will receive no inspection or monitoring from Her Majesty's Inspectorate of Constabulary – other than for exceptional purposes. HMIC will also grade the degree of their inspection activity so that forces along the positive end of the 'good-to-poor' continuum receive a lighter touch inspection regime (and vice versa).

5.29 **The Government proposes that forces graded 'excellent' will also benefit from additional funding and freedom on targets.** Continued benefit from such freedoms will be conditional on sustained performance. We will bring forward detailed proposals on both areas which we intend should commence by financial year 2006-07.

### **Powers of Intervention**

5.30 At the time when the existing statutory arrangements for taking action where police forces (or parts of them) are underperforming (in sections 3, 4 and 5 of the Police Reform Act 2002) were enacted, concerns were expressed as to how they would operate in practice. In the two years since Royal Assent, the Government has gained considerable experience in terms of collaborating and working proactively with forces which have a performance gap (so-called 'target' forces). This process has, we believe, served to reassure the police service and police authorities about the measured approach taken to engagement and intervention.

5.31 The Police Standards Unit has been engaged, on a non-statutory basis, with a number of target forces to help improve their performance. This represents a departure in terms of how the centre does business with the police service. And this activity represents an interim intervention of a kind not readily envisaged when the powers in the 2002 Act were first framed.

5.32 The Police Standards Unit engagements have proved successful in helping forces to turn around their performance. However, the Government has been concerned about the length of time it can take forces and authorities to put effective improvement plans into operation. However, the existing statutory intervention powers in the Police Reform Act 2002 are sometimes perceived as a 'nuclear' option. By way of improving and bringing clarity to the present position, **the Government therefore proposes to revise the existing statutory powers to take remedial action**

where police forces or Basic Command Units are underperforming. We propose putting the collaborative engagement and improvement process on a statutory footing; with powers of compulsion (i.e. intervention) arising only where sufficient improvement fails to transpire.



5.33 The Government sees the new process working as follows:

- *Stage One* – where a force has been assessed as underperforming, there would be an immediate requirement on the force and police authority to draw up an improvement plan with a timetable for specific improvements. This would, we believe, inject momentum into the engagement process.
- *Stage Two* – this would arise only if the force/authority failed to deliver adequately on the improvement plan. In such a scenario, powers of compulsion (along the lines of the existing section 4 of the Police Reform Act 2002) would come into play.

#### What triggers this process?

- 5.34 Currently, the Police Reform Act 2002 requires an adverse report from HMIC to ‘trigger’ the use of the existing intervention power.<sup>11</sup> **As part of the process for amending the way the power works, the Government proposes to revise the trigger to bring it more into line with the wider set of information sources – other than an HMIC inspection alone – which now inform our views of police force performance.** Our proposal is that whilst the intervention decision would no longer be based on an adverse HMIC report alone, the Home Secretary would be under a duty to consult with HMIC and take into account their assessment before the intervention power is activated.

#### The Inspection of Policing

- 5.35 The Government believes it vital to have arrangements for the inspection of policing which are focused on providing rigorous and impartial reports on key policing issues including the performance of police forces and Basic Command Units. Impartial inspection is also vital in terms of maintaining overall public trust and confidence in policing. Her Majesty’s Inspectorate of Constabulary has already taken up the challenge posed by the Government’s first phase of police reform. The introduction of the baseline assessments referred to in Appendix II has noticeably enhanced HMIC’s inspection methodology and professionalism.
- 5.36 Inspection of public services more generally has a key role to play in improving public service delivery. The Government’s wider approach to inspection of public services was set out in the

<sup>11</sup> s.3 of the Police Reform Act 2002 refers.



Office of Public Service's 2003 policy paper.<sup>12</sup> This established the principles that public service inspection should

- be independent of the service providers;
- provide assurance, to Ministers and the public, about the safe and proper delivery of those services;
- contribute to improvement of those services;
- report in public; and
- deliver value for money.

5.37 The Government is committed to the continuing importance of these key inspection outcomes as part of its overall strategy for public service reform. At the same time the Government believes that inspection needs to be both coherent and cross-cutting, reflecting the way services are delivered. This holds true for policing, as it does for other parts of the criminal justice system, and has particular resonance for how the activities of the police service relate to the overall effectiveness of the criminal justice system.

5.38 **As part of a general review of the inspection arrangements for public services, the Government therefore intends to consult early in the New Year on different, more coherent arrangements for the end-to-end inspection of the Criminal Justice System.** This will, of course, involve examining the role of the inspection of policing within any newly configured arrangements. The consultation will also need to consider the other,

important, non-inspection functions which reside with HMIC, including the Chief Inspector's role as the senior expert adviser on policing to the Home Secretary. The establishment of the National Policing Improvement Agency will also be relevant to these issues.

5.39 Pending the outcome of the review, and the establishment of any new arrangements, the Government wishes to see HMIC continuing to deliver highly professional and cost effective inspection arrangements to the police service.

5.40 With intelligence-led policing and a performance focus as its foundations then, we turn next to how policing should be structured and supported to best meet the considerable challenges of the 21st century.

### Structures and Support

5.41 Building the kind of responsive service which is able, effectively, to meet the challenges of criminality today means looking at whether the right structure is in place for policing in this country. And it means ensuring that policing has the right support in terms of funding, modernised powers and science and technological advancements. This section of the paper discusses these issues. But the Government also believes that a new dynamic is needed to support policing in meeting the challenges and demands it faces – and to embed a culture of self-improvement within the police service. We explore this next.

<sup>12</sup> Inspecting for improvement – Developing a customer focused approach.

### The National Policing Improvement Agency

- 5.42 Much is expected of police forces and police authorities both individually and collectively in terms of improving performance. The Government wants to ensure that appropriate arrangements are in place to support this improvement. That is why – based on proposals put forward initially by the Association of Chief Police Officers (ACPO) – **we propose to create a National Policing Improvement Agency**. The intention to establish such a new body was outlined in the Home Office’s five year Strategic Plan published in July 2004.<sup>13</sup>
- 5.43 At present, the mechanisms for national policing improvements are disparate and overlapping. The lines of accountability and responsibility are often blurred. The Agency is intended to change this by providing a radically different model of police service participation in the process of continuous improvement. We want to enable the police service and its leaders to have a much more systematic – and full time – role in the process of developing standards and operational capability. This will be combined – for the first time – with those functions of the Home Office and other national bodies concerned with how the Service discharges its operational activities. It is essential that the culture of the Agency should be professionally driven but outward looking – connected to the citizen and committed to working in partnership with others.
- 5.44 The Agency will have clear authority to deliver in the following three core areas:
- good practice development – refinement and codification of core policing processes and competencies;
  - an implementation support function – working with forces and others to provide capacity and assistance to implement swift change on key mission critical policing priorities; and
  - operational policing support.
- 5.45 In delivery of these outcomes, the Agency will pay particular attention to operational support systems – including the application of science and technology. Another key function will be taking forward the workforce modernisation agenda and other issues relating to the development of officers and staff within forces.
- 5.46 The Agency will have a particular focus on driving the delivery of a small number of ‘mission critical’ priorities which would be outlined in the National Policing Plan. These mission critical priorities would be set by Ministers, predominantly drawn from proposals in ACPO’s National Strategic Assessment. It will be crucial that ACPO have secured strong buy-in from chief constables into that Assessment so that there is a consensus on the priority areas. Once the mission critical priorities are agreed, the Agency will be charged – with chief constables and forces – with achieving their implementation.
- 5.47 A key undertaking which must underscore how the Agency will function will be establishing a strong, effective and mutual relationship with all 43 forces.
- 5.48 It is hoped that the position of the Agency, as well as the stakeholder sign up implied by the process for setting priorities, will secure rapid nationwide delivery. However, the Agency will have the ability – where this does not transpire – to require forces to implement mission critical

<sup>13</sup> Confident Communities in a Secure Britain (July 2004, Cm 6287)

objectives at a rate (and in a manner) that it deems appropriate. The Agency would make active use of existing powers and the Regulations/ Codes of Practice regime to achieve this.

- 5.49 A strong pre-requisite for the establishment of the Agency is the rationalisation of the landscape of national organisations. We propose to slim this landscape down considerably, around a new infrastructure of the Agency, the Police Standards Unit and the irreducible core of policing responsibilities which must rightly sit within the Home Office. The Agency's introduction will clearly therefore mean significant change for Centrex, the Police Information Technology Organisation, and the National Centre for Policing Excellence, as well as the other parts of the Home Office concerned with policing. We also hope that many of ACPO's policy making functions will also become enshrined within the new body, in line with the objectives which they outlined in their vision for the new Agency.
- 5.50 At the same time, the Government is clear that the inspection function and the monitoring and intensive support functions of the Police Standards Unit, will sit outside of the Agency.
- 5.51 This rationalisation will produce the greater clarity of purpose and scope which the police service has argued for, as well as greater efficiency. The funding for the Agency for 2005-06 and beyond will be found from within the existing funding envelopes of the existing organisations. It is hoped that the full rationalisation of the landscape will have been achieved by the end of 2006-07.
- 5.52 The rationalisation proposed above needs to take account of the existing governance arrangements of the constituent bodies and the fact that, in some cases, these are covered by specific statutory requirements. This will mean that some of the underpinning legislative changes will have to take place when parliamentary time allows. However, we propose before then to set up an interim non-statutory governance arrangement. The Government believes that the Agency's Board should be a small body with a significant tripartite decision-making capacity invested in it. Its role will be to task and coordinate the activities of the Agency and those upon whom it will rely for delivery.
- 5.53 The Agency's Chief Executive will be clearly responsible to the Board for the organisation's delivery. At the same time, the Chief Executive will need to have a close and active relationship with Ministers, to ensure that the Agency can react to high profile national developments and that necessary Ministerial intervention can be brought to bear where blockages arise.
- 5.54 The Chief Executive will be appointed by the Home Secretary with the active involvement of both ACPO and the Association of Police Authorities in the selection panel that will advise the Home Secretary on the proposed appointee. We envisage that the first Chief Executive will be appointed early in the financial year 2005-06.
- 5.55 We are clear that the rationalisation associated with the establishment of the Agency will be a major undertaking. We must ensure that this does not dislocate the important programs of delivery already established for organisations such as Centrex and the Police Information Technology Organisation. To achieve this, we will be putting in place effective programme management arrangements and a dedicated implementation team on which we hope there will be a strong tripartite representation.

### Cross-border (or 'level two') crime

- 5.56 As we indicated at the beginning of this Chapter, the overall effectiveness of the police service is dependent on its ability to tackle crime at all levels. At the very local level, as we have already explored, this should be about providing responsive neighbourhood policing involving much closer engagement with the public. At the national and, increasingly, international level of policing, effectiveness is more about protecting the public from the harm caused by serious organised crime and terrorism. As we discuss in Chapter Three of this paper, however, the levels are very much inter-linked. The Government sees a need to highlight a particular level of criminality that falls somewhere between the two ends of the local/national spectrum – crime that crosses police borders or 'level two' crime to use the terminology of the National Intelligence Model.
- 5.57 Today's organised criminals, like the rest of society, are highly mobile and rarely confine their activities within one Basic Command Unit or force boundary. The recent baseline assessments of all forces conducted by Her Majesty's Inspectorate of Constabulary provided evidence in support of a widely held belief (including by the police service itself) that more needs to be done to improve its overall performance in respect of level two criminality. Whilst a small number of forces are committing commendable energy to that end, HMIC did not feel confident to grade any force as 'excellent' in dealing with level two crime.
- 5.58 The Home Office has provided funding for the National Criminal Intelligence Service specifically to gather intelligence and support forces in tackling level two crime through Regional Tasking and Co-ordination Groups. Funding has also been given to specific projects that aim to tackle level two criminality in various areas – such as Operation Tarian in Wales to tackle drugs crime. The Government considers that more needs to be done, however, to build the collective capability of the police service to tackle level two crime. We believe that a more coherent strategy is required to improve performance in this area. The establishment of the new Serious Organised Crime Agency in 2006 (see Appendix III) will make it particularly important that forces are clear about how they can contribute to tackling crime at the force and regional level.
- 5.59 **One option – which the Government wishes to explore further – would be to consider the creation of dedicated teams across regions or groups of forces with the specific task of co-ordinating the effort against level two criminality in that region or area.** Such teams would make the best use of the collective resources to combat level two crime, which currently vary from force to force. A national network of such teams might also be in the best position to develop a comprehensive operational knowledge of level two activity and patterns across England and Wales. This network of teams would also be able to provide a more consistent and formal interface with other partner and law enforcement agencies, including the new Serious Organised Crime Agency.
- 5.60 The Government is also exploring how best to incentivise collaboration and co-operation in tackling level two crime – including assessing forces on their performance in this area through appropriate measures in the Policing Performance Assessment Framework. In the interim, assessing performance in tackling level two crime remains part of the HMIC baseline assessment process. The criteria for the level two

assessment in 2005 are being refined. The process itself involves self-assessment by individual forces and additional professional assessment by HMIC at regional and national level prior to final grades being agreed on an 'excellent, good, fair, poor' basis.

- 5.61 In the context of clarifying the roles and responsibilities of police authorities that we discuss later in this Chapter, **the Government proposes placing a duty on police authorities to co-operate with neighbouring authorities to help tackle cross border crime and to analyse the effectiveness of their forces in this area of activity.**

#### Force structures

- 5.62 The Government acknowledges that in considering the future of policing in this country, a more fundamental question which needs to be addressed is whether the current 43 force structure in England and Wales is the right one to meet today's and tomorrow's policing needs. We raised this issue in the November 2003 consultation paper *Policing: Building Safer Communities Together* and indicated that we were interested in exploring thinking around the development of 'strategic forces' with the ability to tackle crime at all levels. The key message from the responses to the consultation paper was that 'form should follow function' and that, before considering changes to police force areas, an assessment needed to be made of whether individual forces have the capability and capacity to meet all the demands placed on them in today's policing environment.
- 5.63 As we state in paragraph 5.11 above, the Government is not persuaded that the establishment of a national police force is the right direction for policing in this country. But

beyond this position, the Government believes it would be premature to reach firm conclusions on the question of structures or possible amalgamations of forces until a detailed study has been undertaken – looking at the issues of capability and capacity raised in the response to our consultation exercise. Accordingly, **the Home Secretary has commissioned Her Majesty's Inspectorate of Constabulary to examine the issue of force structures in England and Wales.** The Home Secretary has also asked, specifically, that HMIC considers the extent to which policing can be made more effective through greater collaboration and co-operation between forces and to consider the impact of any structural change on the important wider criminal justice agencies. The focus of this work is around identifying what standards forces need to meet in respect of six strategic areas of operational policing, ranging from counter-terrorism to roads policing and including level two crime.



- 5.64 HMIC have been asked to report their initial findings to the Home Secretary by the end of January 2005 at which point the Government will engage stakeholders in discussing the implications of the Report.



### Lead Forces

- 5.65 Alongside the issue of force structures, the Government also indicated in its November 2003 consultation paper that it wished to examine the role which 'lead forces' with particular specialisms could play in providing services to other forces. Lead forces already operate in a number of areas across England and Wales at various different levels. For instance, the Metropolitan Police Service has the national lead on terrorism; the City of London Police leads on complex financial crime for the whole of the South East; and – on a different level – Thames Valley Police provides diving and mounted services to neighbouring forces. There are also other examples of forces which have developed specialisms in certain areas, either due to the geography of the force or some other need, and which make those skills available to other forces. The lead force approach might also provide a model for inter-force collaboration in the provision of corporate services.
- 5.66 **The Government will explore the further development of arrangements for lead forces or specialisms, in particular for those crimes which, by their very nature, are not confined to geographical force areas – such as hi-tech crime or online paedophilia.** To an extent, this issue is linked with the wider question of force structures in that if it becomes apparent that a smaller number of forces in England and Wales would provide more effective policing – this may call into question the need to develop such lead forces. But even then, there may be a case for giving a functional lead to certain forces to lead on those crimes and proactive investigations for which there is no obvious territorial lead. The Government therefore intends to explore this

issue further with both the Association of Chief Police Officers and the Association of Police Authorities.

### Serious Organised Crime Agency

- 5.67 There is one area of policing in which the Government has already announced that there will be structural change – organised crime. A successful approach to this type of crime is inseparable from our wider approach to improve the overall effectiveness of policing and build safety and security in our communities. We make the point in Chapter Three of this paper about the effects of drugs smuggling for example manifesting themselves in local neighbourhoods. So it is vital that our drive on neighbourhood policing is not, and is not seen to be, dislocated from our approach to tackling, more effectively, serious and organised crime. The Government has already announced its intention to create a Serious Organised Crime Agency to reduce the enormous harm caused by organised crime to individuals, families, communities and the country as a whole. Further details on the establishment of the new Serious Organised Crime Agency are set out in Appendix III to this paper.

### Police Funding

- 5.68 Ensuring that policing has appropriate funding to meet the demands placed upon it is clearly of critical importance in ensuring its overall effectiveness. Government investment in policing has increased by 21% in real terms since March 1997. The Spending Review 2004 will allow us to maintain significant investment in the police service and future funding settlements will continue to support our programme for reform and modernisation.



5.69 The net cost of policing in 2004/05 stands at £11.3 billion. Of that £9.6 billion is revenue expenditure spent directly by police forces/authorities. The remaining £1.7 billion is made up of central spend on the police, grants to the police for specific purposes and police capital.

#### **The need for changes to police funding**

- 5.70 At a very basic level, the Government wants to ensure that transparent and effective funding mechanisms are in place and that they deliver value for money. Police resources are at record levels but they are finite. We must make the best and most efficient use of those available. Following Sir Peter Gershon's review of public sector efficiency, the police service has been set a target for value for money improvements of 3% per year over the three years starting in 2005/2006.
- 5.71 An undoubted strength of the current system is the way in which Government funding of police authorities is distributed according to relative need, calculated using an objective funding formula which takes account of ability to raise resources locally. We do not intend to change this approach but we think that the existing system can be improved to address weaknesses. In particular, it:
- uses old data in the funding formula used to distribute Government money between police authorities. This needs updating;
  - makes no link between performance expectations and resource allocation;
  - distributes some police funding outside the police funding formula. There are several grants paid directly to police forces for specific purposes, such as the payments to the most rural police forces to meet the cost they face and to the Metropolitan Police Authority and police authorities around the capital to cover the cost of local allowances. The Home Office has also used specific grants to drive change and improve performance in policing, for example increasing the number of police officers to record levels and stimulating changes in the police workforce, including the introduction of CSOs. The growing use of specific grants has, however, increased the complexity of the police funding system and reduced police authorities' flexibility when making funding decisions. We need to explore to what extent they can be incorporated into general police grant in line with Government policy to reduce the proportion of local government funding provided as specific grants.
- 5.72 The existing police funding system works on an annual basis. The Government has decided to introduce three-year settlements for local authorities to improve resource planning, increase efficiency and support service delivery following a full consultation. The consultation will seek views on how and to what extent three year settlements should apply to the full police settlement.
- 5.73 The Government wants to see more effective and accountable local government and a sustainable, flexible and efficient system of local government funding is an essential part of that. Within this, the Government is committed to looking at the balance of funding for local authorities.

5.74 In response to the Office of the Deputy Prime Minister's Balance of Funding Review,<sup>14</sup> the Government has commissioned an independent inquiry into local government funding chaired by Sir Michael Lyons. The Government will need to consider fully the implications for police funding of the Lyons' Inquiry's recommendations including whether:

- local accountability for the police funding raised from local sources via the police precept should be strengthened, to give local people greater influence over their local policing services;
- there are any lessons to be learned from the existing police funding system that provides limited ways for local organisations, businesses and people to fund additional policing if they want it. In particular, the police can provide special policing services at cost to those requesting them and they can receive limited sponsorship.

### Charging for policing

There has been a lack of clarity and consistency in the use of Section 25 of the Police Act 1996 which enables chief officers to provide, on request, special police services in return for payment at rates determined by the police authority. The power enables organisers of sporting and similar events to draw, where necessary, on the services and expertise of the police.

The Association of Chief Police Officers has been developing a new costing model intended to deliver consistency on charging for such services. But the new methodology will not be in general use until 2005-06. Until this guidance is in place, we will not be able to consider properly whether there are any grounds for proposing to change the current legislative arrangements.

<sup>14</sup> The Balance of Funding Review, ODPM, July 2004. ISBN 1 85112 7216.

## Charging for policing (continued)

We will continue to work with stakeholders, including the police and event organisers through, for example, the joint Home Office and Department for Culture Media and Sport Football Working Group, to explore these issues. They include the scope to further reduce the amount of police services required at events, for example through effective use of stewarding and other measures by event organisers, and any wider contributions which the organisations involved make to improving community safety.

We are also seeking a financial contribution from the drinks industry towards the harm caused by excessive drinking as part of the social responsibility schemes that we are working to develop with the industry. These schemes will be voluntary and the success of this approach will be reviewed early in the next Parliament. If the actions of the alcohol industry are not beginning to make an impact in reducing harm, the Government will assess the case for additional steps, including possibly legislation. We will also encourage the alcohol industry to participate fully in Business Improvement Districts at a local level, which are an important way to generate extra money to tackle particular local problems around alcohol-related crime.

- 5.75 There are currently no funding incentives or flexibility for high performing forces. High performing forces that use police funding to

greater effect might merit greater investment and more freedom in the way they use their funds – which we want to explore further, as we propose in paragraph 5.28 and 5.29 above.

### Modernising police powers and scientific support

- 5.76 The police service having the right powers to do its job and being supported by the latest in scientific and technological advancements are other important elements of the Government's approach to building a better service for the public. They are vital in terms of making sure policing is effective in today's world – but also efficient. Having powers which are fit for purpose and exploiting new technology helps reduce bureaucratic burdens and puts more officers out in communities – thus supporting our drive on neighbourhood policing – and helps in terms of ensuring national coherence in policing practices.

### Police powers

- 5.77 The Government recognises that ensuring that the police have effective powers that are aligned to the changing environment of crime and criminality is vital to the overall effectiveness of policing. Building on work we have already done to modernise powers and procedures (including a review of the important Police and Criminal Evidence Act 1984 procedures) we recently set out proposals for change in a consultation document, *Tackling crime and reassuring the public – a Consultation on Police Powers*<sup>15</sup> published in August 2004. It outlined the Government's intention to modernise a number of aspects of police powers – including the power of arrest – in ways which will help to tackle crime and disorder and reduce the chances of criminals avoiding detection and

<sup>15</sup> Taken from *Policing: Building Safer Communities Together* (Summary of Consultation Responses) pages 26-27.

conviction. The proposals are also designed to make the best use of police officers' time and reduce bureaucratic burdens, whilst maintaining protection for the individual.

- 5.78 Initial examination of the responses received to date has shown significant support for both the overall approach and the detailed content of the consultation paper. The Government is considering the responses in detail with a view to announcing its conclusions later in 2004.

#### Science and technology

- 5.79 In May 2004, the Government published its five year Police Science and Technology Strategy<sup>16</sup> to support both long term sustainable improvements in policing and deliver short term benefits for the citizen. A number of improvements are already delivering real results – most significantly perhaps the National DNA database which is revolutionising crime detection.



- **The National DNA Database** – currently the world's largest and leading forensic science database. Each week, the DNA Database identifies on average six murder suspects and matches over 700 profiles from crime scenes to named individuals.
- **Automatic Number Plate Recognition** – in its first year of use nationally it led to over 13,000 arrests and some 54,000 Fixed Penalty Notices.
- **The National Automated Fingerprint Identification System (NAFIS)** – this state of the art system contains 5.7 million sets of individual fingerprints and approximately 930,000 crime scene marks. It has revolutionised and made much quicker the use of fingerprints in crime investigation.
- **Livescan** – a system used in custody suites to enable fingerprints to be taken and submitted electronically from suspects on arrest and searched against the NAFIS database.

- 5.80 The Government will continue to invest in key national IT systems like the Police National Computer and also ensure that local systems are linked and not developed in silos. The introduction of the first National Police Intelligence Computer system – 'IMPACT' – will ensure that all forces use the same system to manage and share intelligence information.

<sup>16</sup> Police Science and Technology Strategy 2004 – 2009, available at: [www.policereform.gov.uk](http://www.policereform.gov.uk)

- 5.81 Looking forward, the Forensic Integration Strategy will drive and co-ordinate work to ensure that the police optimise their use of forensic science, extending our global lead on the use of DNA to all forms of forensic intelligence. The aim of the strategy is to fully integrate – by March 2008 – all forensic intelligence to provide maximum value, quality and impact in the investigative process; to enhance its value to investigators and to present more focused evidence to the Criminal Justice System. The Strategy will also support Sir Michael Bichard's recommendation for the delivery of a National Intelligence Framework.
- 5.82 A further key development in improving the efficiency and effectiveness of forensic science is the plan to transform the Forensic Science Service into a Public Private Partnership, via a Government owned company. This will ensure that potential for exploiting forensic science is maximised and that the police have access to the most efficient and cost-effective forensic science.
- 5.83 The Government is also pursuing the national roll-out to forces of a number of information and communications technologies which will ensure coherence across all forces, reduce bureaucracy and improve efficiency and effectiveness.

- **Airwave** – the new radio communication service for police forces in England, Wales and Scotland. It will be fully deployed by May 2005 and we expect all forces to be fully operational on Airwave by mid-2006.
- **Custody and Case Preparation** – provides software to give on-line guidance to police custody officers on all the procedures to be followed in the booking in of a suspect and to process cases from initiation to disposal.
- **ViSOR (Violent and Sex Offender Register)** – fulfills the joint responsibility under the Criminal Justice and Court Services Act 2001 placed on the police and probation service to register, risk assess and manage sex offenders and violent and dangerous offenders.
- **NMIS (National Management Information System)** – will provide forces with a performance management tool across all core aspects of policing and to a common data model.

### Ensuring the effectiveness of policing

- 5.84 Finally in this Chapter, and importantly, we consider the arrangements by which those who are responsible, at whatever level, for delivering good policing, reducing crime and anti-social behaviour within communities, and responding to the needs and priorities of the public whom they serve, are held effectively to account for their performance in doing so.

- 5.85 The Government explored these issues in its 2003 consultation paper on police reform.<sup>17</sup> The approach set out in this paper to building a more responsive, citizen-focused police service – which has a deeper, stronger connection with the public – needs to be underpinned, we believe, by people having the opportunity to have a real say in how their local areas are policed. And we need to put in place stronger, clearer, more transparent ways of ensuring that those with a responsibility for ensuring that individuals and families live in safe communities are held effectively to account for their performance in carrying out those responsibilities. The Government believes this is vital for building public trust and confidence in policing. As we indicate in Chapter Two of this paper, the public is presently unclear about how things work.
- 5.86 The Government recognises, though, that this is a complex area. There are inextricable links, for example, to local government arrangements in England and Wales. Our 2003 consultation paper proposed looking at making improvements at three levels – neighbourhood; district (typically covered by a Basic Command Unit/Crime and Disorder Reduction Partnership) and police force level. This approach received a general welcome. Above this level, there is also the important role which Government itself plays. It is vitally important that there are strong, transparent links between the mechanisms at all these levels.
- 5.87 We set out below our proposals to ensure that all communities enjoy the responsive policing they deserve. Given the complexity of some of the issues, and our desire to ensure we arrive at an arrangement which works in practice, and accommodates the different complexion of communities in different parts of the country, there are some elements of our approach which we propose to develop further. But our starting point – as set out in paragraph 5.85 above – is clear.
- 5.88 Proposals for arrangements at the neighbourhood level were discussed in Chapter Three (see paragraphs 3.57–3.64). Building on these proposals, the remainder of this Chapter concentrates on the district and police force level.
- District level**
- 5.89 Effective policing at the level typically covered by district or unitary councils – what are known as Basic Command Units<sup>18</sup> within police force areas and which often, but not always, correspond to Crime and Disorder Reduction Partnerships (CDRPs) – is crucial to ensuring community safety. This level is important not only in its own right, but because it forms a bridge between and supports activity at the very local neighbourhood level that we explored in Chapter Three and that at the police force level.
- 5.90 As we have made clear earlier in this paper, the Government regards effective partnership working as being vital to ensuring community safety. The creation of partnerships to tackle crime and disorder at a local level was a

<sup>17</sup> *Policing: Building safer Communities Together* – available at [www.policereform.gov.uk](http://www.policereform.gov.uk)

<sup>18</sup> BCUs are the main operating unit of police forces. Typically, a force will divide its territorial area into a number of BCUs, each having its own complement of officers and staff. The officer in charge of a BCU will be tasked by his or her chief constable with policing that locality and day to day decisions will be made as close to communities as possible.



fundamental feature of the Crime and Disorder Act 1998. There are now 354 Crime and Disorder Reduction Partnerships in England and 22 Community Safety Partnerships in Wales. Further details about CDRPs are contained in Appendix IV.

- 5.91 Many CDRPs are working well – implementing robust community safety strategies, shaped by the needs of local people and leading to tangible benefits for local communities. But a significant number of partnerships struggle to maintain a full contribution from key agencies and even successful ones are not sufficiently visible, nor we think accountable, to the public as they should be. Responses to the consultation paper, *Policing: Building Safer Communities Together*<sup>19</sup> indicated a broad support for CDRPs and the work of Local Strategic Partnerships.<sup>20</sup> But there was a general acknowledgement that further improvements were needed.

### Proposals for change

- 5.92 Work is already underway to strengthen partnership performance. In line with our focus on the performance of police forces and Basic Command Units, the Government is currently putting in place a new performance management framework for CDRPs. This will strengthen the ability of the Home Office (working through the Government Offices for the Regions and the Welsh Assembly Government) to actively monitor partnership progress, taking action to address poor performance.
- 5.93 But the Government is clear that this sort of accountability must also be embedded into local communities. This means ensuring that local people know how to engage with CDRPs and understand what they can expect from the agencies working on community safety issues. To facilitate this, **the Government will formally review the partnership provisions of the Crime and Disorder Act 1998.** The Review will be conducted by the Home Office, the Local Government Association, the Association of Chief Police Officers and the Association of Police Authorities and will involve all key stakeholders and practitioners. The Review will report its conclusions by January 2005. Building on this Review **the Government proposes to publish a wider Community Safety Strategy in 2005.**
- 5.94 The full scope of the Crime and Disorder Act Review is set out in Appendix IV. The Government's overall objective – against which it will judge what needs to be changed in the light of the Review – is to strengthen the visibility, responsiveness to local needs and priorities, and role of local partnerships – to enable them to achieve sustained reductions in crime, disorder and substance abuse.
- 5.95 In meeting this objective, there are some particular areas that we want to explore further – how, for example, to embed a commitment to community safety firmly within mainstream council activity – including through the Audit Commission's Comprehensive Performance Assessment process;<sup>21</sup> how best to reinforce local

<sup>19</sup> Taken from *Policing: Building safer Communities Together* (Summary of Consultation Responses) pages 26-27.

<sup>20</sup> An LSP is a grouping of organisations and representatives of public, private, business, voluntary and community sectors, who come together to identify common objectives for their local community. A local strategic partnership normally covers a local authority area – this can be either a borough or a district, or a whole county.

<sup>21</sup> The Audit Commission's 2005 Comprehensive Performance Assessment (CPA) of upper tier local authorities will include community safety and engagement as elements of the overall corporate assessment.

democratic accountability for community safety through, for example, the involvement in partnerships of the district/unitary council member with an identified portfolio for community safety; and what the role of backbench council scrutiny committees might be in scrutinising the delivery of key partnership priorities. We want to look at how best to ensure the full involvement of *all* of the key local partners in committing energy and resources to joint solutions to help build safe communities. So the Review will look, specifically, at the effectiveness of the existing statutory duty on partners contained in section 17 of the Crime and Disorder Act 1998 to prevent crime and disorder – including the consequences of non-compliance with this duty.

- 5.96 The Government is not seeking a uniform or ‘one-size-fits-all’ solution for new arrangements at this ‘intermediate’ district level. Rather, in keeping with our overall approach to policing, we want to construct an enabling framework that works for communities across the country and facilitates local solutions to local problems.

### **Police Force level**

- 5.97 At the police force level, police authorities have a statutory responsibility for ensuring that all areas have an efficient and effective police force.<sup>22</sup> A crucial part of this role is holding chief officers of police to account for their performance. The Government’s November 2003 consultation paper on police reform explored a number of options for strengthening the current arrangements at police authority level – and the reasons why these are considered necessary. The Government was encouraged by the constructive

response to its consultation exercise, particularly from the Association of Police Authorities. We remain of the view that changes need to be made to the current arrangements – we think this is vital in terms of public trust and confidence and increasing community engagement in policing.

- 5.98 The Government’s approach is to strengthen the role of the police authority at this strategic level to ensure that communities are policed effectively, and that forces are responsive to the needs and priorities of the local public whom they serve. We also want to increase the public visibility of police authorities – which we think is best done by strengthening their ties with local government, the community itself and through the proposals in Chapter Three to require the provision of information about policing matters to be sent to all householders. To help build the closer ties and involvement in policing matters that the public wants to see, we believe that it should be the responsibility of police authorities to ensure that effective arrangements to secure public engagement are in place at the neighbourhood and district level. We explore these issues below.

### **Police authority membership**

- 5.99 The Government proposes to make changes, as set out below, to strengthen the calibre, representative nature and democratic legitimacy of police authority membership.

### **Councillors**

- 5.100 Strong local government input to police authority business is vital – both in terms of enabling authorities to fulfil their role and their

---

<sup>22</sup> Police Act 1996 – section 6(1) refers.

democratic legitimacy with their communities. Councillor members of police authorities need to be closely connected to decisions about tackling crime and community safety on their councils.

- 5.101 **For police force areas which include unitary council areas only, the Government proposes that each council should appoint its cabinet member with responsibility for community safety to the police authority** thus ensuring stronger and more direct ties to local people and local authority services. In those police force areas which include a combination of unitary and two-tier council areas, the position is less straightforward. We will therefore discuss with our stakeholders in the police service and local government options for workable change in these areas. But we set out, in Appendix V, an illustrative example of one possible approach to two-tier areas, together with a description of what our proposed approach to unitary areas means in practice.
- 5.102 The governance arrangements for London's two police forces are different. The role of the Corporation of London in relation to the City of London Police is part of the unique governance arrangements for the City. We do not propose to alter them as part of these reforms. The Greater London Authority and the Metropolitan Police Authority have only been in existence since 2000. The respective roles and relationship with each other are still developing and we believe that it would be premature to change them now.
- 5.103 In terms of police authority size, most police authorities will retain a membership of 17. There will be no reduction in membership below this number but the maximum will not be above 21. Councillor members should still have a majority

of one. So on an authority with 17 members, 9 will be councillors; on an authority with 21 members, 11 will be councillors.

- 5.104 The Government recognises that these proposals, by themselves, will not necessarily raise, across the board, the calibre of councillor member on police authorities or, indeed, result in authorities which are more representative of their communities than now. The success of our approach depends, in part, on the wider work which the Government is pursuing to develop strong and vibrant community leadership by local councils and councillors.

#### Magistrates

- 5.105 Magistrate members have traditionally provided an important link between the police and other parts of the criminal justice system. To ensure that this link continues but that there can also be an increase in local governance membership, **the Government proposes that there should no longer be a separate category of magistrate member on police authorities. Instead, given their experience and knowledge of the local area, where magistrate candidates apply to be independent members, there will be a presumption that at least one such magistrate will be appointed as an independent member on the authority.**

#### Independent members

- 5.106 The Government proposes to maintain the role of independent members on police authorities. But in the light of the findings of a recent Home Office review of the existing arrangements,<sup>23</sup> **we propose that the appointment of independent members to police authorities should be judged against a competency-**

<sup>23</sup> Review of the Selection and Appointments Process of Independent Members of Police Authorities, Home Office, May 2004.

**based framework of criteria**, to complement the existing range of skills, knowledge and experience of other authority members. We believe that there should also be set criteria about diversity for example race, gender, age, and skills. Further detail on how we see this process working is contained in Appendix V.

#### Police authority chairs

- 5.107 The Government proposes that police authorities should continue to select their own chair by a vote of the whole authority. **But we propose that candidates for police authority chair should be subject to a competency-based selection process** overseen by an accredited assessor from the Office of the Commissioner for Public Appointments.

#### Police authority powers

- 5.108 Alongside the proposals we set out above to strengthen the membership of police authorities, the Government proposes to clarify the role which authorities play in ensuring that all communities are policed effectively. This is important for police forces and other partners with a responsibility for keeping communities safe but also, crucially, the public. Being clear about who is responsible for what in terms of policing is vital for public trust and confidence. At present, many people are very *unclear* about the position.
- 5.109 Some of this is about re-stating the role of police authorities. For example, police authorities have now – and will continue to have – the responsibility for setting force policing priorities. And in particular, as we have already said, holding chief officers of police to account for their performance is a crucial part of police authority business. We expect authorities to have full access and to use data and information

which will enable them to carry out this scrutiny role effectively. This includes the performance data that we have made available through iQuanta (see Appendix II) – which we expect all police authorities to use effectively – but also having full access to other information and data held by forces. But the Government believes that there are grounds for making changes to strengthen the role of police authorities in order both to underpin the approach to increasing the engagement of communities in policing and to increase the responsiveness and customer service culture of police forces across England and Wales.

- 5.110 The Government therefore proposes placing a duty on police authorities to:
- **take into account local policing priorities identified at Crime and Disorder Reduction Partnership (CDRP) level when developing force policing plans and strategies;**
  - **oversee the relationship between CDRP and neighbourhood bodies, and ensure the implementation of citizen involvement – making sure that these arrangements are not overly bureaucratic;**
  - **co-operate with neighbouring authorities to help tackle cross border crime – known as ‘level two’ crime – and analyse the effectiveness of their own forces’ performance in doing so – the importance of which we explore in paragraphs 5.56–5.61 above;**
  - **promote diversity within the police force and authority;**

- **conduct the chief constable’s performance appraisal and to decide pay and bonuses – with a formal requirement to consult Her Majesty’s Inspectorate of Constabulary in doing so; and**
- **request inspection by HMIC or intervention by the Police Standards Unit in respect of their force or particular parts of it where they consider this to be necessary.**

5.111 The Government will discuss, formally, the practicalities of the proposed change to the arrangements for the performance appraisal and pay of chief officers further with the Association of Chief Police Officers and the Association of Police Authorities, including what this means for training of police authority members.

5.112 The Government believes that, as now, the police authority should appoint and have the power to dismiss chief officers. But, unlike now, **we propose that it should be the chief officer of a force who should select his or her own senior management team – having consulted the police authority in drawing up a shortlist of candidates.** Under present arrangements – where appointments are made by the police authority, chief officers can be held to account for the performance of colleagues that they have had minimal influence in appointing.

5.113 In terms of the strengthened accountability role proposed for police authorities – including the responsibility for overseeing engagement at the neighbourhood and district level – the Government recognises that it is not the job of the police service to be perpetually attending meetings. **The Government’s expectation is, therefore, that at the neighbourhood, Crime and Disorder Reduction Partnership**

**and police force levels, accountability and scrutiny arrangements should be undertaken collaboratively to minimise off street activity by the police.** Police authorities are required to include efficiency gains in their annual policing plans. As we indicate in Chapter Three, the Government expects all authorities, to minimise bureaucracy. This is particularly important in ensuring that robust accountability mechanisms are in place.

#### Efficiency

5.114 Police authorities are under a statutory duty to maintain an effective police force for their area – but also an efficient one. An important part of the Government’s approach to making improvements in policing is the need to increase the value for money obtained from the substantially increased resources that have been provided for policing. Central to the delivery of better value for money are:

- increasing the time officers and staff spend on front line policing;
- continuing the drive to reduce bureaucracy;
- modernising the police workforce;
- increasing collaboration, or amalgamation, to deliver such corporate services as financial or human resource management; and
- buying goods and services more efficiently and effectively.

5.115 Helping the police service to achieve more for every pound spent will ensure it better meets today’s policing challenges. **The Government expects this robust and positive approach to efficiency to be at the core of police authority performance, working in partnership with chief officers.**

## Inspection and intervention

- 5.116 In terms of both inspection and intervention, police authorities are the focus of some limited aspects of provisions in the Local Government Act 1999. Police authorities are not, however, currently inspected on how they discharge their full responsibilities. With the clearer, strengthened role that we propose above, **the Government proposes that police authorities, like police forces, should be subject to independent inspection in order to ensure public confidence.** The Association of Police Authorities' own assessment framework could provide the components against which individual authorities might be assessed (covering, for example, community engagement; planning and performance management; resource management and corporate governance). We will explore this further as part of the Government's wider review of inspection arrangements for the criminal justice system (see paragraph 5.36) to ensure that this activity is co-ordinated with other existing monitoring arrangements.
- 5.117 We think there should be some redress where this inspection or appraisal process determines that there is a serious problem with an authority. This means, we believe, broadening the type of support offered to the authority in question to match the sort of engagement available to the force. **In terms of intervention powers, the Government proposes to broaden the provisions of the Local Government Act 1999 – which already provides for some limited circumstances for intervention when authorities do not discharge, effectively, their Best Value obligations – to cover the whole range of the police authority's obligations.**

## Chief officers and Government

- 5.118 The Government remains clear that to ensure public confidence, chief officers of police must have the freedom to exercise their proper operational responsibility for taking policing decisions. As we have already made clear in Chapter Four of this paper, the strategic vision and leadership of chief officers is vital to the success of delivering effective, more responsive policing to their communities. The Government's overall approach to, and framework for, policing is designed to ensure this is the case.
- 5.119 Policing must remain independent of political control and direction to retain public trust. Neither Government nor police authorities should have the right to direct a chief officer as to how they should run or conduct particular operations. But that does not mean that, as leaders of a vitally important public service in a democratic society, chief officers should not be open to proper scrutiny about those decisions and how well their force is doing in terms of reducing crime and anti-social behaviour and building safer communities. This approach has informed the proposals in this paper for strengthening the role of police authorities and community engagement in policing.
- 5.120 This Chapter has already explored the important role Government plays – in setting, for example, the national direction and strategic framework for policing; providing funding and powers and establishing priorities. We believe there is also a role for Government in offering support where police performance concerns require it but also – in the final reckoning – protecting the public by intervening in cases of demonstrable failure or bringing national consistency and coherence to certain policing practices where this is necessary in the public interest.



- 5.121 Notwithstanding the proposals in this paper to strengthen the role of police authorities, the Government believes that exceptional circumstances may still arise in which the Home Secretary may need to consider whether action should be taken in relation to the chief constable of a force in the interests of efficiency and effectiveness or for maintaining public confidence. Recent events involving the existing law (and accompanying protocol) have demonstrated the need for this process to be as simple and straightforward as possible. We intend to retain the Home Secretary's current powers, to be used in extremis, to suspend and remove chief officers. **But the Government will review the suspension process to ensure that it is as fair and straightforward as possible and discuss with the Association of Chief Police Officers, the Association of Police Authorities and the Chief Police Officers Staff Association how best to ensure there are informal as well as formal mechanisms for addressing chief officer performance issues.**
- 5.122 A summary of the main duties of the so-called 'tripartite' partners in policing in this country – the Home Secretary, chief officers and police authorities – is contained in Appendix VI.



# Chapter Six: Summary of proposals



## Chapter Six – Summary of proposals

Proposal	Paragraph Reference
<b>Chapter 3 – A New Relationship between the Police and the Public – Building trust and Confidence</b>	
<p>In supporting neighbourhood policing:</p> <ul style="list-style-type: none"> <li>• joint guidance will be set out on neighbourhood policing for forces with the Association of Chief Police Officers and the National Centre for Policing Excellence early in 2005.</li> <li>• a programme will be put in place to help forces implement neighbourhood policing and make sure that the highly skilled role of neighbourhood officer is recognised, valued and trained in the same way as other specialists within the police service.</li> <li>• the roll-out of neighbourhood policing will be supported with substantial investment through the new Neighbourhood Policing Fund. We will deliver 25,000 community support officers and wardens by 2008.</li> <li>• a national community policing TOGETHER Academy programme will be run in March 2005 to ensure police officers and their CSO colleagues have the tools, the know-how and the backing to tackle anti-social behaviour in the communities they serve.</li> </ul>	3.16
<p>We are setting up an actionline for officers to raise any questions they have relating to bureaucracy</p>	3.20
<p>We expect police authorities and forces, as part of their planning process to consider what action they can take to minimise bureaucratic burdens.</p>	3.22
<p>Every force will have national standards of service in place by the end of 2006 and will agree in a 'Contract' with their communities how these can be built on locally, to reflect the particular needs of the communities they serve.</p>	3.29
<p>The success of the Together Action Line will be built on to provide a direct single non-emergency number for the public which will deal with non-emergency issues of policing, crime and anti-social behaviour.</p>	3.36

Proposal	Paragraph Reference
<p>To improve the responsiveness and customer service culture across all police forces, a number of projects will be brought together in 2005 as part of a national strategy to improve call handling:</p> <ul style="list-style-type: none"> <li>• the Association of Chief Police Officers' programme of work to bring all forces up to the same high standard of call handling, which is due to complete in April 2005;</li> <li>• a thematic inspection on contact management to be carried out during 2005 by Her Majesty's Inspectorate of Constabulary (HMIC); and</li> <li>• a manual of best practice on the most effective ways to manage calls from the public which will be published following HMICs inspection.</li> </ul>	3.41
<p>From April 2005, the comparative assessment of overall force performance will include the satisfaction of victims of crime about how easy it was to make contact with the police, how they were treated by staff, the actions police officers took and how they were kept informed of progress.</p>	3.43
<p>Greater emphasis will be given to assessing customer service and responsiveness as part of the changes to overall arrangements for inspection and accountability.</p>	3.44
<p>A statutory minimum requirement will be introduced in terms of what each household can expect to receive in terms of local policing information.</p>	3.51
<p>New forms of support and advice will be made available on how frontline staff can engage more effectively with local communities.</p>	3.54
<p>Changes will be made to the way police performance is measured and inspected so that it reflects the priorities of the public and their views about the policing they have received.</p>	3.56
<p>A joint duty will be placed on the police and local authorities in each CDRP area to ensure they have sufficient arrangements in place to deliver a range of engagement opportunities for local neighbourhoods and to respond to concerns that are raised as a result.</p>	3.59

Proposal	Paragraph Reference
<p>The following changes will be made to existing statutory arrangements:</p> <ul style="list-style-type: none"> <li>• extension of the responsibility on police authorities to secure the implementation of a strategy to engage the community at all levels – including neighbourhoods – within the police area;</li> <li>• a direct responsibility on the police in partnership with other bodies to put the strategy into place and to have arrangements to respond to neighbourhood level concerns; and</li> <li>• a requirement for CDRPs to oversee the delivery of neighbourhood level priorities agreed with local communities. This may involve the routine establishment of joint tasking and co-ordination groups that are already in place in some areas.</li> </ul>	3.59
<p>The Home Office will work with the Office of the Deputy Prime Minister as part of the governments’ local government strategy, to develop a range of ways in which ward councillors can be assisted to act as advocates.</p>	3.66
<p>We will introduce a specific mechanism for triggering action.</p>	3.69
<p>The challenge remains how to effectively “empower” BCU commanders while maintaining the coherence of the force and avoiding the creation of uneconomical units. The Government proposes to:</p> <ul style="list-style-type: none"> <li>• carefully examine the precise role of BCU commanders and their contribution to partnership working. This will take into account the different contexts of policing across the country and address the balance of activities between those that are delegated and those that are better managed centrally; and</li> <li>• develop further the key enablers of delegation to BCU Commanders. We will examine the importance of leadership, looking particularly at how far the direction and corporate vision which chief constables provide and the trust they exhibit in their commanders are essential for successful delegation to occur, and how this needs to be supported by appropriate training for all senior ranks. We will examine the use of stronger mechanisms for BCU commanders to be held accountable for their performance, and investigate the relationships between force HQs and BCUs, including how resources are to be balanced and negotiated between them to provide a clear operating framework.</li> </ul>	3.85
<p>Clear guidance on a BCU delegation and empowerment will be produced:</p>	3.86



Proposal	Paragraph Reference
<b>Chapter 4 – Building a New Workforce</b>	
The Core Leadership Development Programme will ensure that officers of all levels, including post probationary constables, can develop the important leadership skills that will benefit and inform the way police constables and community support officers work together in serving the community.	4.12
Mechanisms will be put in place for continuously developing constables' operational skills.	4.14
Officers will no longer be required to have spent a specific number of years in a particular rank before being eligible for promotion.	4.15
Sergeants, inspectors and chief inspectors – and police staff at equivalent levels – will all have access to the Core Leadership Development Programme, which will aim to develop their managerial, leadership and some operational skills.	4.18
The national performance and development scheme will be revised to give police authorities a leading role in operating it.	4.22
<p>In preparation for the growth in CSO numbers:</p> <ul style="list-style-type: none"> <li>• a minimum set of powers will be developed, on the basis of experience so far, which all CSOs need to possess to play a full part in neighbourhood policing. This will include enforcement powers such as the power to require a name and address, the power to confiscate alcohol and powers to issue fixed penalty notices;</li> <li>• forces will be empowered to be able to grant the power of detention to CSOs;</li> <li>• the Government will work with forces and Skills for Justice to develop role profiles linked to the national occupational standards. This will enable forces to match recruitment, training and development programmes to the work that CSOs perform;</li> <li>• national recruitment of CSOs will be developed. This will take into account pilots developed by the Metropolitan Police and others;</li> </ul>	4.29

Proposal	Paragraph Reference
<ul style="list-style-type: none"> <li>• training packages for higher education colleges will be created for those who have yet to join the service, and national induction and training packages for local delivery by forces. We will also ensure we reach all CSOs and their key police colleagues through a national TOGETHER Academy Programme – to ensure they have the tools, know how and backing to tackle anti social behaviour in the communities they serve.</li> <li>• support training will be provided for supervisors of CSOs, who may be members of police staff or constables as well as sergeants;</li> <li>• the terms and conditions negotiated in the Police Staff Council will provide the right rewards to recruit, retain and motivate CSOs and give forces the flexibilities they need to maximise the benefits from deploying them;</li> <li>• consideration will be given to how best to enhance the career structure for CSOs so the best can advance without necessarily becoming uniformed officers;</li> <li>• commitment to national and local evaluation and encouragement of the sharing of expertise and good practice across the police service will be maintained.</li> </ul>	
<p>Consideration will be given to how to develop similar arrangements for police staff to those already available to police officers under the High Potential Development Scheme which was introduced in 2002 to support and develop future senior police leaders.</p>	4.32
<p>The roles of police authorities and chief officers in the appointment of members of police staff of ACPO equivalent rank should be the same as those for senior officer appointments.</p>	4.33
<p>Any regulatory bar which prevents members of police staff from carrying out functions appropriate to their role as senior managers will be removed.</p>	4.34
<p>The necessary regulatory changes will be proposed in the Police Negotiating Board to enable forces to run separate exercises for police staff to become officers, in accordance with the National Recruitment Standard, and to appoint successful candidates as soon as there are vacancies.</p>	4.36
<p>It will be proposed in the Police Staff Council to review how more effective career structures for police staff might be put in place.</p>	4.37

Proposal	Paragraph Reference
<p>We will work with stakeholders to increase the number of and effectiveness of police service volunteers:</p> <ul style="list-style-type: none"> <li>• identify and share good practice in the recruitment, management, training and deployment of volunteers;</li> <li>• encourage the use of dedicated staff to support the implementation of good practice. We have already awarded funding of up to £70,000 per force in England and Wales for initiatives to help increase numbers and ensure special constables are well managed and purposefully deployed;</li> <li>• develop role profiles and a training programme based on national occupational standards for members of the wider policing family, including special constables and police support volunteers;</li> <li>• support recruitment and marketing efforts to better publicise police service volunteering roles and the personal development opportunities they give to local people and community groups;</li> <li>• investigate wider roles and specialist uses of volunteers; and</li> <li>• help forces to establish partnerships with businesses, encouraging businesses to support staff who volunteer with forces, in recognition of their added training and skills.</li> </ul>	4.40
Career pathways will defined and the take-up promoted.	4.45
Consideration will be given to developing professional registers for the police service, in line with practice in other professions.	4.45
A formal qualifications framework for the service will be developed – built on work-based assessment against national occupational standards. There will be qualifications for all areas of policing, including operational activities such as investigations and other activities such as management.	4.45
Aspects of the current High Potential Development scheme will be reviewed to see if there are changes which should be made.	4.47
Proposals will be introduced in the Police Advisory Board to make recruitment as a police officer dependent on completion of the procedures set out in the NRS.	4.48

Proposal	Paragraph Reference
Multiple points of entry to the police service will be introduced, removing the requirement that all police officers serve specific amounts of time at junior ranks before being promoted to more senior ranks.	4.49
There will be a review of whether the offer which the police service is able to make currently to graduates is sufficiently attractive. This will be looked at particularly in relation to opportunities for accelerated career development and whether more can be done to market police careers more effectively, and on a national basis, to the graduate recruitment market.	4.51
A single national qualification for officers who successfully complete their probation will be introduced.	4.54
Work will be taken forward with further and higher education establishments to enable people with an interest in policing to undergo relevant training before actually joining a particular force and beginning their careers.	4.54
The PDR scheme will be overhauled with the aim of making it clearer, more robust and easier to use. The Police Performance Assessment Framework (PPAF) will be used to monitor the use of PDRs by forces.	4.57
Work-based assessment will be extended throughout the service as an alternative to the existing examinations.	4.58
Enhanced training will be developed leading to a specialist qualification for people wishing to take on BCU commander roles.	4.60
A mandatory qualification for superintendents seeking to become BCU commanders should be developed over time.	4.60
The way in which the service identifies senior talent will be strengthened. The Senior Careers Advisory Service (SCAS) will be aimed at chief officers and superintendents with the potential to become chief officers, and their equivalents among senior police staff.	4.61
Proposals have been made to the Police Advisory Board to make changes in regulations and determinations so that a member of a police force shall not belong to the BNP, Combat 18 or the National Front or any other organisation whose constitution, aims, objectives or pronouncements are incompatible with the duty imposed by section 71 of the Race Relations Act 1976.	4.75

Proposal	Paragraph Reference
Standards for language skills other than in English will be developed so that forces may take the obvious advantage of taking those skills into account in recruiting where this is operationally justified. Such candidates will of course need to meet the other elements of the national recruitment standard.	4.78
A national panel of assessors will be established from ethnic minority communities and include a regulatory requirement in National Recruitment Standards that all assessment and selection panels include representatives from ethnic minority communities and that where insufficient local assessors are available, members of the national panel take part in the assessment centres.	4.78
A standard exit interview procedure will be introduced to help us understand why people are leaving the service, particularly in the first six months (where ethnic minority recruits are disproportionately represented).	4.78
The Government will work with the National Black Police Association (NBPA) in support of its development plan and strengthen the support network for ethnic minority officers.	4.78
Specific exercises will be run to encourage members of ethnic minorities with successful careers in other professions to apply for lateral entry to senior ranks in the service. They will of course be required to meet the same standards for entry as majority community candidates.	4.78
Promotion and progression procedures will be reviewed to ensure they are fair, transparent and have no adverse impact on any group.	4.78
Barriers to the recruitment of women will be reviewed. Wherever possible, police training, including foundation and probationer training, will be made non-residential and available on a part-time basis. Family-friendly, flexible working patterns should be available as a matter of course.	4.81
The stages of the promotion process will be examined to identify barriers to progression of women and take steps to remove them. In particular, examination will be given to what is needed to improve support and progression for ethnic minority women officers.	4.81
The service will be consulted on the introduction of challenging progression targets to ensure greater representation of women at higher levels of the service and on the High Potential Development scheme.	4.81

Proposal	Paragraph Reference
A strategy will be published for using learning and development to improve police performance in race and diversity over the next five years.	4.82
A new duty will be placed on police authorities to promote diversity within the police force and authority.	4.84
The Government will explore with the staff associations and unions, and with the Independent chair of the PAB and PNB how to formalise the relationship between police staff unions and the PAB.	4.86
Proposals will be developed for change in deployment arrangements in consultation with the police service, including the staff associations and trade unions.	4.88
More stretching targets will be introduced to build on the improvements already delivered on police sickness absence.	4.89
Forces will be encouraged to assess people management skills in performance and Development Review (PDRs) at all levels; develop a competency framework for HR managers; and improve access to professional training for HR specialists.	4.91
PPAF measures will be developed to reflect a broader range of HR activities – in particular the effectiveness of force PDR systems – and HMIC will continue to refine its baseline assessment activity in this area.	4.92
<b>Chapter 5 – Ensuring Effectiveness</b>	
The forthcoming National Policing Plan will complement the approach set out in this paper and will be more strategic and concise than previous Plans.	5.8
<p>In light of the Bichard report the government is committed to:</p> <ul style="list-style-type: none"> <li>• introducing a statutory Code of Practice on police information management by the end of 2004;</li> <li>• introducing a national IT system for handling and sharing police intelligence by 2007;</li> <li>• overhauling existing vetting procedures;</li> <li>• developing more integrated and consistent arrangements for checking the suitability of those wishing to work with children.</li> </ul>	5.12



Proposal	Paragraph Reference
A new Code of Practice will be introduced to ensure NIM is used as effectively as possible and that the legal framework within which it must be applied is understood by all.	5.19
A single overall grading for each police force in England and Wales will be published.	5.25
Forces graded 'excellent', will have a general 'inspection break', for rolling 12-month periods.	5.28
Forces graded 'excellent' will benefit from additional funding and freedoms on targets.	5.29
The existing statutory powers to take remedial action where police forces or Basic Command Units are underperforming will be revised. The collaborative engagement and improvement process will be put on a statutory footing; with powers of compulsion (i.e. intervention) arising only where sufficient improvement fails to transpire.	5.32
As part of the process for amending the way the intervention power works, the Government proposes to revise the trigger to bring it more into line with the wider set of information sources – other than HMIC inspection <i>alone</i> – which now inform our views of police force performance.	5.34
As part of a general review of the inspection arrangements for public services, the Government therefore intends to consult early in the New Year on different, more coherent arrangements for the end-to-end inspection of the Criminal Justice System.	5.38
A National Policing Improvement Agency will be created.	5.42
Consideration will be given to the creation of dedicated teams across regions or groups of forces with the specific task of co-ordinating the effort against level two criminality in that region or area.	5.59
A duty will be placed on police authorities to co-operate with neighbouring authorities to help tackle cross border crime and to analyse the effectiveness of their forces in this area of activity.	5.61
The Home Secretary has commissioned Her Majesty's Inspectorate of Constabulary (HMIC) to take an in-depth look at the issue of force structures in England and Wales.	5.63

Proposal	Paragraph Reference
Consideration will be given to further development of arrangements for lead forces or specialisms, in particular for those crimes which, by their very nature, are not confined to geographical force areas – such as hi-tech crime or online paedophilia.	5.66
The partnership provisions of the Crime and Disorder Act 1998 will be formally reviewed.	5.93
Building on the review of the Crime and Disorder Act 1998, a wider community safety strategy will be published in 2005.	5.93
In force areas which include unitary council areas only, each council should appoint its cabinet member with the responsibility for community safety to the police authority.	5.101
There will no longer be a separate category of magistrate member on police authorities. Instead, given their experience and knowledge of the local area, where magistrate candidates apply to be independent members, there will be a presumption that at least one such magistrate will be appointed as an independent member on the authority.	5.105
The appointment of independent members to police authorities should be made on merit and ability, judged against a competency-based framework of criteria.	5.106
Candidates for police authority chair should be subject to a competency-based selection process.	5.107
<p>A duty will be placed on police authorities to:</p> <ul style="list-style-type: none"> <li>• take into account local policing priorities identified at Crime and Disorder Reduction Partnership (CDRP) level when publishing force policing plans and strategies;</li> <li>• oversee the relationship between CDRPs and neighbourhood bodies and ensure the implementation of citizen involvement – making sure that these arrangements are not overly bureaucratic;</li> <li>• co-operate with neighbouring authorities to help tackle cross border crime – known as ‘level 2’ crime – and analyse the effectiveness of their own forces’ performance in doing so;</li> <li>• promote diversity within the police force and authority;</li> <li>• conduct the chief constable’s performance appraisal and to decide pay and bonuses-with a requirement to consult Her Majesty’s Inspectorate of Constabulary (HMIC) in doing so.</li> </ul>	5.110

Proposal	Paragraph Reference
<ul style="list-style-type: none"> <li>request inspection by HMIC or intervention by the Police Standards Unit in respect of their force or particular parts of it where they consider this to be necessary.</li> </ul>	
Police authorities will be given the power to request inspection by HMIC or intervention by the Police Standards Unit in respect of their force or particular parts of it.	5.110
The chief officer of a force should select his or her own senior management team – having consulted the police authority in drawing up a shortlist of candidates.	5.112
Accountability arrangements at neighbourhood, CDRP and force level should be undertaken collaboratively to minimise off-street activity by the police.	5.113
A robust and positive approach to efficiency to be at the core of police authority performance.	5.115
Police authorities, like police forces, should be subject to independent inspection in order to ensure public confidence.	5.116
In terms of intervention powers the provisions of the Local Government Act 1999 Act will be broadened to cover the whole range of the police authority's obligations.	5.117
The suspension process for chief officers will be reviewed to ensure that it is as fair and straightforward as possible. Discussions will be held with the Association of Chief Police Officers, Association of Police Authorities and the Chief Police Officers Staff Association on how best to ensure there are informal as well as formal mechanisms for addressing chief officer performance issues.	5.121



# Appendices

## Appendix I: Public Service Reform

- i. The Government recognises that policing is, in some respects, necessarily different to other public services. But the debate around further reform of policing needs, nonetheless, to be seen within the important context of the Government's wider strategy on public service reform. The Prime Minister has set out four principles of public service reform, to deliver services better designed around the needs of their customers – namely, national standards, devolution and delegation, flexibility and expanding choice.<sup>1</sup> Clearly, with the police service, there are some specific additional principles which are of critical importance, such as the engagement of communities and a commitment to partnership working, which are equally as fundamental as the four principles listed above. Our programme of police reform, like the Government's wider agenda of public service reform, will build on all of these key principles in order to deliver improvements.
- ii. There is also an important read across between policing and other public services, particularly the wider Criminal Justice System, local government, transport, health, education and children's services.

### Criminal Justice Reform

- iii. Together, the police and the other agencies that make up the Criminal Justice System (CJS) deliver one of the major public services in the country. Strong criminal justice has a crucial role to play in reducing crime and anti-social behaviour and making people feel safer.
- iv. We have already made a great deal of progress in making the CJS more effective and this is borne out by our results. 7% more offences were brought to justice between March 2002 and March 2004, while public confidence in the system, which had been declining, has increased by 3% in the past twelve months. But we want to achieve more. The Home Office, the Department for Constitutional Affairs and the Office of the Attorney General published a five-year strategic plan for the CJS<sup>2</sup> in July 2004 which set out further reform for our criminal justice services to make sure that we have a modern and efficient system, which is visible and responsive to the law-abiding citizen.
- v. To show what reform will have been achieved in five years' time, we have devised the following vision, which describes the delivery of justice in 2008:

<sup>1</sup> The Prime Minister's 4 principles of public service reform are: 1) **national standards** that really matter to the public, within a framework of clear accountability, designed to ensure that citizens have the right to high quality services wherever they live; 2) **devolution and delegation** to the front line, giving local leaders responsibility and accountability for delivery, and the opportunity to design and develop services around the needs of local people; 3) **flexibility** for public service organisations and their staff to achieve the diversity of service provision needed to respond to the wide range of customer aspirations; and 4) **expanding choice** for the customer, helping to ensure that services are designed around their customers with an element of contestability between alternative suppliers.

<sup>2</sup> *Cutting Crime, Delivering Justice*, published July 2004.

- the public will have confidence that the CJS is effective and serves all communities fairly;
  - victims and witnesses will receive a consistent high standard of service from all criminal justice agencies;
  - more offences will be brought to justice through a modern and efficient justice process;
  - rigorous enforcement will revolutionise compliance with sentences and orders of the court; and
  - criminal justice will be a joined up, modern and well-run service, and an excellent place to work for people of all backgrounds.
- vi. If people believe that the CJS is capable of responding swiftly and effectively when a crime has been committed, this will help to reassure the public and reduce the fear of crime. Improving basic service performance is crucial to building public confidence that the CJS is effective. But it is also vital that the system communicates better with staff, users and the public, introduces consistently high service standards across CJS agencies, and responds demonstrably to community concerns.
- vii. We plan to improve communications so that the public has a clear understanding of the CJS and how it is being reformed. Staff have a key advocacy role to play, so we will engage them in this task. And we are pioneering ways of improving community engagement. For example, we are introducing specialist court hearings on anti-social behaviour, domestic violence and drugs to respond better to problems in local areas and provide a targeted approach to offending, while the Community Justice Centre pilot in North Liverpool will trial a community-based response to tackling low-level crime and anti-social behaviour and their causes.

## Community justice in Liverpool

The Liverpool Community Justice Centre is based on the philosophy behind the Red Hook Community Justice Centre in New York, using a problem solving approach to tackle local priorities.

The Community Justice Centre, which will be operational by the end of 2004, will tackle the quality of life crimes and anti-social behaviour issues that can blight communal life. It will act as a focus for the community, with the multi-purpose building bringing services and facilities to local people. Within the building, there will be a courtroom, plus services which are available to help tackle offending, such as drug counselling, debt and housing advice, and basic education skills. Services within the centre will not just be offered to offenders but to any member of the community on a walk-in basis.

The local community has been involved in the development of the Centre and will be involved in its operation through a volunteer force and community advisory panels. Close partnership with the police will ensure that local police priorities and the way cases are handled in the Centre reflect genuine community priorities.

The pilot marks an innovative departure in the delivery of justice, providing an opportunity to respond to community priorities and to have a positive and tangible effect on people's everyday lives.



- viii. Raising customer service standards across the system is important. But we need to devote particular time and resources to improving the way victims and witnesses are treated. Although the chance of becoming a victim of crime is now at its lowest for twenty years, the treatment of victims and witnesses often falls well short of what they should be able to expect.
- ix. To address this, we are introducing a statutory Victims Code of Practice. This will set out the minimum standards of service that victims can expect. But to galvanise action to improve services and focus criminal justice agencies on particular areas which need attention, we have identified seven national priorities. These are:
- victims and witnesses are given information about services and about their cases;
  - victims and witnesses receive a consistently high quality service from CJS staff;
  - victims and witnesses who require emotional or practical help are offered the relevant services;
  - victims' views are sought and used throughout the CJS process;
  - the needs of vulnerable and intimidated witnesses are identified and met; and intimidation is tackled;
  - the experience of victims and witnesses going to court is improved; and
  - the needs of victims of domestic violence are met and repeat victimisation is tackled.
- x. Delivering these priorities will make a radical difference to the experience of victims and witnesses, in turn building public confidence in the system, and making witnesses more willing to participate in the criminal justice process again.
- xi. Public agencies also need to acknowledge and understand that being a victim of anti-social behaviour is a different experience to being a victim of other types of crime. Tackling, not tolerating, anti-social behaviour is about confronting unacceptable behaviour. This can be difficult, especially when problems in communities are longstanding. Concerns about intimidation and reprisals can act as a powerful disincentive for people to report incidents, leaving problem behaviour unchecked and making it difficult for the police and local authorities to tackle anti-social behaviour effectively. To address this, the Government recently announced a series of new measures aimed at helping victims of anti-social behaviour. These include measures to tackle intimidation of victims and witnesses and an expansion of the number of anti-social behaviour courts by more than three-fold from twelve to forty-one.
- xii. Our key goal is to reduce crime. And when a crime is committed, the public has a right to expect that the CJS will do all it can to bring the perpetrator to justice. This requires high quality policing to detect the crime; close Crown Prosecution Service (CPS) and police co-operation as the 'prosecution team' to ensure that the right charge is made and that robust cases are brought to court; proper care, protection and support for victims and other witnesses; and collaborative working by criminal justice agencies to make sure that the trial goes ahead on the scheduled day.
- xiii. In order to bring more offences to justice, we are making changes at every stage of the criminal justice process:
- the Fixed Penalty Notice Scheme will be extended to a wider range of low level offences which the police can deal with as effectively outside court; and the use of conditional cautioning is also being piloted;

- improving technology and the spread of good practice will help the police to raise detection rates;
  - by March 2007, the CPS will support every police force by providing 24 hour advice seven days a week on their investigations and will determine the charges. This will result in more defendants pleading guilty earlier in the process and better prepared cases for trial;
  - through the Effective Trial Management Scheme, we will make sure that where cases do need to come to trial, they arrive at court ready to proceed, reducing the numbers of wasted trial hearings by a fifth and in the magistrates' courts by a third by 2008;
  - new police-CPS Witness Care Units will operate in all areas by the end of 2005 to support witnesses as their cases progress, in order to raise witness attendance at court and cut the number of cases which collapse because the witness has not turned up.
- xiv. Ensuring that the decisions and orders of the court are carried out swiftly is a key test of the effectiveness of the CJS and a key driver of successful CJS performance in bringing offences to justice and maintaining public confidence. First time compliance is our primary goal, but when defendants and offenders do not co-operate, we need to take robust enforcement action.
- xv. We will improve enforcement performance across the board year on year – increasing defendant attendance and ensuring the swift execution of warrants; increasing the percentage of fines collected; bringing community penalty breaches to court more quickly; and recovering more assets. We will do this by making sure that people on the frontline have the right powers, tools and information to deliver, and by providing financial incentives to improving performance.
- xvi. We will not achieve our vision for the delivery of justice without effective partnership working between the police and other CJS agencies, backed by modern technology. Collaborative working at both a national and local level is beginning to be embedded firmly across the CJS. At a national level, the creation of the National Criminal Justice Board, on which Ministers from the three CJS departments – the Home Office, the Department for Constitutional Affairs and the Office of the Attorney General – plus heads of the criminal justice agencies, the Association of Police Authorities and the Association of Chief Police Officers, and the judiciary are represented, has provided strengthened leadership. The establishment of the Office for Criminal Justice Reform, a cross-departmental team that supports all CJS agencies in working together to provide an improved service to the public, has given joint working a further boost. And at local level, Local Criminal Justice Boards, set up in April 2003 to bring together the heads of criminal justice agencies to work in partnership, have got off to an excellent start.
- xvii. An unparalleled investment in modern technology for the criminal justice system will also help to make this vision a reality. By 2008, the £2 billion invested in IT will have transformed IT infrastructure and systems, increasing efficiency and effectiveness. For the first time, all criminal justice professionals will have access to standard office applications, such as email, there will be national systems for managing cases for each criminal justice agency, and these case management systems will be linked so that information can be shared between agencies, speeding up key processes and improving data quality.

## Local Government

- xviii. Local government has a key role in providing strong and visible leadership to communities and working to join up services to meet local needs and priorities. Councils act as champions for their local area, promoting the well-being of the community as a whole and providing a clear line of democratic accountability between decision-makers and the people they serve. There has been substantial progress in developing this role in recent years. To build on this, the Deputy Prime Minister recently launched a debate on the future of local government,<sup>3</sup> which has clear and important implications for many areas of the Government's work, particularly community safety. The debate will focus on how local government can harness its role to deliver better outcomes for people and places through working more effectively with partners at local, regional and national level. Key themes include developing strong and vibrant community leadership, improving citizen engagement and participation, and improving service delivery and performance – all of which are integral to the Government's vision for police reform.
- xix. Local authorities are particularly well placed to have an impact on the social, economic and environmental causes of crime through the community-based services they provide. Through education, social care, youth, leisure, transport, housing, environmental and other services, councils can and do work effectively to prevent crime, anti-social behaviour and substance misuse. As a result of good quality planning, design and street lighting, for example, local authorities can help to reduce crime and disorder and the fear of crime. Through effective

management of the night time economy, they can make a significant contribution to reducing levels of alcohol-related crime and disorder in town and city centres, as well as playing a key role in reducing other forms of anti-social behaviour such as begging and nuisance neighbours. And through enforcement of licensing and other regulations they can help reduce alcohol and drug-related crime, and help to ensure that alcohol and substance misusers and their families receive treatment and support. The Licensing Act 2003 transfers licensing powers to new licensing authorities, which are generally local authorities. From November 2005, when the old licensing laws end and the new laws begin, they will have an important role to play in the prevention of crime and disorder.

## Environmental crime

Anti-social behaviour includes litter, fly-tipping, graffiti, fly-posting, dog-fouling and other problems that impact on the physical environment. These kind of problems degrade public spaces, are the subject of many complaints made by the public and can be significant criminal offences. Enviro-crimes can also make people feel afraid. In addition, when these problems are allowed to take over an area, other forms of anti-social behaviour may proliferate. Abandoned and other 'nuisance' vehicles in particular have a negative effect on the quality of the local environment. They can attract vandalism, rubbish and arson and can be the result of, or the means to commit, a crime.

<sup>3</sup> *The future of local government: Developing a 10 year vision*, published 27 July 2004

## Environmental crime (cont)

Tackling environmental problems produces tangible results. That is why the Government is committed to work in this area, complementing the Cleaner, Safer, Greener Strategy. Moreover, the benefits of action against environmental anti-social behaviour go beyond keeping streets and estates clean and free from graffiti and other enviro-crime problems. Action of this nature can help to build confidence in the effectiveness of public services.

- xx. Central to the effectiveness of local government is partnership working. This is at its most effective when local authorities encourage Crime and Disorder Reduction Partnerships, Drug Action Teams and Local Strategic Partnerships to work more closely together and ensure that the greatest impact of their community safety effort is in local areas of greatest need. The Home Office Crime Reduction Programme helps the most vulnerable members of communities through identifying, developing and promulgating good practice on a range of interventions, including target hardening. The 42% reduction in burglary since 1997 is a good example of target hardening helping to bring about reductions in crime, while car park strategies have contributed to a fall in vehicle theft. This approach has been most successful when combined with initiatives which also educate communities on the steps they can take to help themselves. Businesses too have a key role to play here – which is why the Government has facilitated joint business/local authority work to make improvements to the quality of their local environments through the creation of Business Improvement Districts. The Home Office is due to publish a summary of the Commercial Victimization Study at the end of 2004, which will provide useful information on levels of commercial crime.
- xxi. A further critical area of partnership working relates to children and young people. It is vital that all agencies that deliver services for children and young people work effectively together in order to reduce young people's involvement in crime and substance misuse. Local authorities work with children and young people at risk, undertake targeted work with persistent truants and excluded pupils to prevent them falling into criminal activity and provide leisure activities to help bring down levels of anti-social behaviour. Organisations such as Connexions, Sure Start and Youth Inclusion Programmes have a critical role to play. Close partnership working will be further facilitated by the reforms to children and young people's services following the Green Paper, *Every Child Matters*. These reforms are considered further in the section below on education and children's services.

## Transport

- xxii. One of the Government's aims is for a safe and secure transport system. Crime and the fear of crime whilst walking to, waiting for and travelling on public transport can restrict people accessing local services, particularly in socially excluded areas. Partnership working is essential in tackling crime and fear of crime across the whole transport journey. Tackling transport crime can also lead to the apprehension of offenders of other crimes. For example, in London the Transport Operational Command Unit is a partnership between Transport for London and the Metropolitan Police. Revenue Protection Inspectors board buses to inspect tickets. If a passenger fails to produce a ticket and refuses to

give their name and address, the police are called and the passenger is taken to a police station for fingerprinting and searching. In the course of 7.5 million passenger checks in 2003-04, over 13,500 penalty fares and 35,000 notices for prosecution were issued, including for theft, deception, handling stolen goods, disorderly behaviour and drug offences.

## Health

xxiii. In March 2004, the Secretary of State for Health launched a consultation on the strategy for improving health and the provision of health services.<sup>4</sup> The consultation sought views on how a real difference could be made to people's lives by promoting a healthy lifestyle for all. The aim was to ensure the appropriate local environment, services, facilities and information to enable citizens to choose a healthy lifestyle. There is a clear link between the health and community safety agendas, with crime clearly impacting negatively on health, in particular on mental health. Citizens need the confidence of a safe and crime-free environment in which they can access the services and facilities that they need to stay healthy. We, as Government, must join up our efforts to improve the all-round environment and quality of life available to citizens so that they in turn can take personal responsibility for their health.

xxiv. There is also a strong link with health in relation to drug and alcohol treatment. This partnership of interest has been underpinned by the fact that since April 2004, Primary Care Trusts in England and health authorities in Wales have been formal members of Crime and Disorder Reduction Partnerships. Their new status as full partners within the partnerships is enabling health trusts and practitioners to have real influence in shaping local action to tackle crime, drug and alcohol misuse and the causes of crime.

## Education and children's services

xxv. The provision of education and children's services is also crucial to the success of the Government's wider vision of public service reform and to the safety of our communities. The Secretary of State for Education and Skills published, in July 2004, his Department's five year strategy for children and learners.<sup>5</sup> The themes running through that strategy accord with those outlined in this policy paper. The vision is of a system which is tailored to the needs of the user and local priorities, with flexibility for those at the front line to demonstrate leadership and deliver excellence. Above all, the aim is to have local services working in effective and successful partnerships, with local accountability, community regeneration and high standards for those who need and use these services.

<sup>4</sup> *Choosing Health? A consultation on improving people's health*, published 3 March 2004

<sup>5</sup> Available at [www.teachernet.gov.uk/wholeschool/extendedschools/News/fiveyearstrategy](http://www.teachernet.gov.uk/wholeschool/extendedschools/News/fiveyearstrategy)

- xxvi. The police service already has an important role in working with young people in schools and the wider community. The Department for Education and Skills, Association of Chief Police Officers and the Youth Justice Board jointly lead Safer Schools Partnerships, where police work in partnership with pupils, school staff and the wider community to provide a safe and secure school community, ensure that young people remain in education, challenge unacceptable behaviour and reduce the prevalence of crime and victimisation amongst young people. By working with young people to prevent crime and disorder at an early age, police officers can develop good relationships which extend outside the school gates and into local communities. There are currently over 400 schools with Safer Schools Partnership police officers.
- xxvii. Children's services are undergoing a major programme of whole-system change that will be particularly relevant to the police. The Children Bill, which is currently before Parliament, provides for a duty to be placed on the police and other local agencies to co-operate with the local authority and its partners in making arrangements to improve the wellbeing of all children. The intention is for this to come into effect from April 2005, with the aim of improving these outcomes for children and young people by the different agencies, whose work impacts on children, young people and their families, working together to address the needs of each child or young person in an integrated way.
- xxviii. The duty to co-operate underpins the move towards Children's Trusts. Thirty-five Pathfinder Authorities are already piloting trust arrangements, which will mean more professionals working together in effective multi-disciplinary teams to tackle cultural and professional divides. The duty to have regard to the need to safeguard and promote children's welfare placed on the police and other agencies is an important step in ensuring that all agencies play their roles individually and collectively in safeguarding children from harm. This integrated front line working relies upon effective partnership working of all providers of services for children and young people, for example health, education, social services, youth services, Connexions, Sure Start, Youth Offending Teams and Drug Action Teams. Children's Trusts will provide a mechanism for partnership working, needs analysis, joint planning and commissioning of services and accountability arrangements that make integrated front-line delivery possible.



## Appendix II: Police Performance

### Assessing performance – data

- i. Police performance in England and Wales is assessed by what is known as the Policing Performance Assessment Framework (PPAF) – which measures performance against seven key areas. One area focuses on force performance against local priorities, while the other six focus on reducing crime; investigating crime; citizen-focus; promoting public safety; providing assistance; and the use of resources. In keeping with the approach to policing outlined in this policy paper, improvement in all these areas is crucial to delivering greater public satisfaction and better trust and confidence in policing across all communities.
- ii. Information is also managed in a new way on a system called iQuanta, which provides police forces, police authorities and local partnerships with real-time and, critically, comparative, up to the minute information on the performance of all forces, the Basic Command Units (BCUs) within them and the 354 Crime and Disorder Reduction Partnerships in England and the 22 Community Safety Partnerships in Wales.
- iii. This focus on performance has changed the way in which forces operate very much for the better. At local (BCU) level, BCUs use real-time data and the National Intelligence Model methods to analyse crime trends in their area, to understand who their prolific offenders are, and local concerns, and to prioritise accordingly. BCU commanders and heads of support branches are then held to account at the police force level by its leadership as part of a regular and effective review of the performance of the force. This is complemented by the role of the police authority, which is responsible for ensuring that the chief officers of the force are delivering on the priorities of the local policing plan.
- iv. Thanks to iQuanta and the work of the Police Standards Unit, a force is now able to see its position relative to other comparable forces and BCUs within them. And finally, at a national level, the Police Standards Unit is able to take an overview – comparing forces and BCUs across the country and highlighting where performance is good, and where it isn't. When performance falls short, the Police Standards Unit can then work with the forces and BCUs concerned to ensure practical help is given to make improvements.



## Police Performance Management Guide

The Police Standards Unit Performance Management Guide sets out what a force needs to be doing if it is to be well-organised and able to drive and sustain high standards of performance. The 10 hallmarks are:

- Clarity about the roles and responsibilities of the police authority, chief constable and managers – at all levels – for performance
- A framework which links performance to corporate planning, budgeting and resource management
- Chief constable ownership and active involvement in the force's performance review process
- Performance review structures which hold staff to account, replicated from top to bottom and across operational and support departments
- Recognition of good performance but with a relentless follow-up where performance falls short
- A culture of continuous improvement evident throughout the organisation
- Clearly articulated priorities which are widely understood by officers and police staff at every level of the force
- Individual Performance and Development Review objectives and appraisal linked directly to performance
- Timely, accurate and relevant data to inform decision-making
- Performance data is easily captured and clearly reported

## Role of Her Majesty's Inspectorate of Constabulary (HMIC)

- v. The Government recognises that performance is not just about figures, vital though they are. The role of Her Majesty's Inspectorate of Constabulary (HMIC) is critically important in terms of inspecting forces to ensure that they are delivering effective services. HMIC's principal means of underpinning this work has been its new baseline assessments, which were published for the first time in June 2004. These assessments set baselines for particular activities against which forces should be performing. Movement from the baseline – either improvement or deterioration – is then identified. This allows HMIC's subsequent involvement to be focused on the areas within a force that need most work.
- vi. These changes mean that performance in the police is now measured for both quantity and quality in a far more sophisticated way than even three years ago. Combining the Police Standards Unit's objective, quantitative view of performance with HMIC's qualitative assessments provides definitive, up-to-date appraisal of how a force is serving the public in comparison to other forces.

## Appendix III: Serious Organised Crime Agency

- i. Organised crime reaches into every community, ruining lives, driving other crime and instilling fear. It manifests itself most graphically in drug addiction, in sexual exploitation and in gun crime. It is also big business. Trafficking in people and drugs, counterfeiting and financial crime have a UK turnover of many billions of pounds annually.
- ii. Organised crime groups are also highly sophisticated, working in tight knit structures and prepared to use ruthless measures to achieve their objectives. Their illicit activities are underpinned by sophisticated money laundering operations, which turn the proceeds of crime into bankable profits. Groups operate across international frontiers, their influence corrupting government and law agencies in many states world wide, which desperately need good and honest government as a foundation for prosperity, order and security.
- iii. A successful approach to organised crime is therefore inseparable from our wider effort to improve the overall effectiveness of policing in this country and to make vulnerable communities and law-abiding citizens safer. It requires that our police forces, our prosecutors, our intelligence services and our national enforcement agencies work together still more closely. Accordingly, having undertaken an extensive review of the case for a single agency against organised crime, the Home Secretary announced his intention to create a Serious Organised Crime Agency in February 2004. The findings were set out in the White Paper "One Step Ahead", launched on 29 March 2004<sup>6</sup>.
- iv. The Government intends the new Agency to be up and running by April 2006 bringing together the National Crime Squad, the National Criminal Intelligence Service, HM Customs and Excise investigative and intelligence work on serious drug trafficking and recovering related assets, and the Immigration Service's work on organised immigration crime. The new organisation will be driven by intelligence and focused on reducing the enormous harm caused by organised crime to individuals, to communities and to the well being of the country.
- v. The Agency will be a wholly new body, operating in new ways and driven by the intelligence assessment of what will be most effective in terms of harm reduction. By removing the organisational boundaries that divide the present agencies, the Government expects the Agency to deliver significantly enhanced operational effectiveness with the objective of making the UK one of the least attractive locations in the world for organised crime to operate.
- vi. The Agency will fight, at a national and international level, the full range of organised crime activities including:
  - Serious drug trafficking and the recovery of related criminal assets
  - People smuggling/trafficking
  - Firearms trafficking
  - Money laundering of the proceeds of acquisitive crime
  - Extortion
  - Cyber crime
  - Counterfeiting

<sup>6</sup> One Step Ahead: a 21st Century Strategy to Defeat Organised Crime (March 2004, Cm 6167)

- vii. The Agency will continue to work closely with the police service on intelligence and operations to ensure that there is an effective link between its efforts to combat organised crime at national level and the work being done by police forces at local level.
- viii. The Government plans to legislate at the earliest available opportunity to create the new Agency. The legislation will set out the constitutional and governance arrangements of the new Agency, provide it and its staff with necessary powers, and set out its accountability to Ministers. In the interim period, before the Agency comes formally into existence, Sir Stephen Lander (former Director General of the Security Service) and William Hughes (former Director General of the National Crime Squad) have already been appointed as Chairman and Director General designate respectively. They took up their posts in September 2004 and will play crucial roles in setting the direction and making the key early decisions in the lead-in to the formal establishment of the Agency and in planning and delivering an orderly transition.

## Appendix IV: Crime and Disorder Act 1998

### Background

- i. If we are to be successful in the longer term in tackling the social, economic and environmental drivers of crime and disorder, collaborative, co-ordinated, community based action must take place within an enabling legislative framework, supported by a strong relationship between central and local government. The Crime and Disorder Act 1998 recognised the central importance of collaboration. It placed a duty on local authorities and the police to work in partnership and with a wide range of other agencies from the public, private, voluntary and community sectors to develop and implement strategies to reduce crime and disorder at local level. Following the Police Reform Act 2002, this duty was extended to police authorities, fire authorities, Primary Care Trusts (in England) and health authorities (in Wales). Similarly, the remit of partnerships was broadened to include action to address the misuse of drugs.
- ii. There are now 354 Crime and Disorder Reduction Partnerships in England and 22 Community Safety Partnerships in Wales. Some work well, implementing robust multi-agency strategies shaped by the needs and concerns of local people, contributing to sustained reductions in crime and tangible improvements in local quality of life. However, some CDRPs are demonstrably less effective than others. For example, partnerships sometimes struggle to maintain a full contribution from key agencies. Lack of clarity about roles and responsibilities and blurred lines of accountability can lead to some agencies abrogating their responsibility for crime reduction. Furthermore, under present arrangements, CDRPs are neither fully visible

nor properly accountable to the communities they serve, nor are they firmly embedded in the local democratic framework. These issues lie at the heart of the Government's reform programme.

- iii. The Government's overriding aim is to make CDRPs the most effective possible vehicle for tackling crime, anti-social behaviour and substance misuse in their communities. In support of this, we intend to review formally the partnership provisions of the Crime and Disorder Act 1998 (as amended by the Police Reform Act 2002). The review will consider which aspects of existing legislation are most effective and which have been less successful and why. It will recommend legislative and other changes to enable local agencies to work together more effectively with local people to combat crime, anti-social behaviour and drug misuse in their communities.

### Scope

- iv. The review will consider the provisions outlined in sections 5-7, 17 and 115 of the Crime and Disorder Act 1998, along with sections 97 and 98 of the Police Reform Act 2002. More specifically, it will explore:
  - **Role** – the role of CDRPs, including their responsibility for determining strategic priorities for local community safety and delivering on them;
  - **Accountability** – how the work of partnerships is scrutinised and how CDRPs can be held to account through the local democratic process. This will include examining the potential for using scrutiny committees and other governance mechanisms for this purpose;

- **Inspection** – making sure individual agencies' inspection regimes take account of their contribution to partnership working; and identifying ways of assessing partnership performance through joint inspection of CDRPs;
- **Community engagement** – how partnerships best engage in ongoing dialogue with all sections of the communities they serve, how this informs CDRP decision-making and how CDRPs demonstrate responsiveness to the needs and concerns of local people;
- **CDRP membership** – how to ensure the right people are working together at the right level to combat crime, disorder and the misuse of drugs, with clearly identified roles and responsibilities, as well as consequences for poor levels of participation. We will consider the role of elected councillors as well as potential new responsible authorities;
- **Mainstreaming (section 17)** – how community safety can be most effectively mainstreamed into key partners' business, including systematic mechanisms for assessing and rewarding compliance, and specific consequences of non-compliance. The review will also assess whether section 17 currently covers the right agencies and bodies and will recommend extending its scope where appropriate;
- **Two-tier working** – how best to manage delivery in areas with two tiers of local government, given that CDRPs are sited at district level but many of the functions and services crucial to sustained crime reduction are the responsibility of the county council. We will also consider the implications for, and potential role of, elected regional assemblies in respect of partnership working to tackle crime;
- **CDRP mergers** – whether to extend the circumstances in which small adjoining CDRPs should be merged in order to achieve greater efficiency;
- **Boundaries** – the effect of partner agencies' different boundaries on partnership work and how best to remove the barriers these differences in boundaries sometimes cause;
- **Drugs and alcohol** – reinforcing the new joint approach to tackling local crime and disorder problems in conjunction with issues around the misuse of drugs and alcohol. This will include assessing how far the integration of CDRPs and Drug Action Teams has taken place to reflect this;
- **Other local agencies** – how the work of CDRPs feeds into and connects with that of other local partnerships, such as Local Strategic Partnerships, Local Criminal Justice Boards, Youth Offending Teams and the wider Criminal Justice System;
- **Funding** – to review the arrangements by which CDRPs fund and commission services from the police and other delivery partners in support of local priorities; and
- **Data sharing** – how best to encourage better data and information sharing between agencies for the purposes of crime reduction.

The review will be conducted between November 2004 and January 2005 with the direct involvement of key stakeholders. It will link with wider developments in public sector reform, most notably police and local government reform, and be underpinned by an unambiguous focus on raising partnership performance through improving accountability and visibility.

## Appendix V: Police Authority Membership

- i. The proposals for changes to the membership of police authorities set out in Chapter Five will affect the means by which independent and, in some areas, councillor members of police authorities are appointed. This Appendix sets out the approach for both.

### Independent members

- ii. The Government's proposal is that there should be an appointment panel for independent members for each police force area, consisting of five members, rather than the three members of the present selection panels. Of the five members of the new appointment panel, three should be drawn from the police authority, and two should be independent of the police authority, one being appointed by the Home Secretary and the other being an independent assessor trained and accredited by the Office of the Commissioner for Public Appointments or other similar body.
- iii. The appointments process should, throughout, be conducted in line with the spirit of the Commissioner for Public Appointments' Code of Practice and the Cabinet Office Best Practice Guide for making public appointments. Appointments should be made on merit and ability, judged against a competency-based framework of criteria, to complement the existing range of skills, knowledge and experience of police authority members. There should also be set criteria about diversity (race, gender, age, skills, for example) and a requirement to ensure proper engagement and out-reach to get the right people onto the authority. Independent members selected by the appointment panel should be restricted to two terms (eight years) of membership.
- iv. The Home Secretary's current role of halving the size of the long-list of candidates in each police authority area before returning the list back to police authorities should end. However, the Government believes that the Home Secretary should retain some fall-back powers through a power of veto over the appointment of candidates who have been sifted and interviewed by the appointments panel and through the appointment of one member of the appointments panel.
- v. The sift and interview record sheets of the chosen candidates should be sent to the Home Office and be available to Ministers after interview, together with a report signed by all members of the panel, explaining the process and the reasons for the proposed appointment or appointments. In the event that the Home Secretary was dissatisfied with any name on the proposed list of appointments, the next name in order of preference should be chosen and reasons given for the Home Secretary's veto being applied (except in the case of a breach of confidentiality, ongoing police or other enquiries, or reasons of national security). In accordance with good practice, there should be a proper audit trail covering any such decisions. The Government believes that this change should result in much less frustration among potential independent members who go through the first stage of the application process, only to be rejected according to unclear criteria before the final appointments process begins.

### Illustrative examples of effect of proposals on police authority councillor membership

- vi. Where police force areas include unitary councils only (seven English forces in total – Cleveland, Greater Manchester, Humberside, Merseyside, South Yorkshire, West Midlands and West Yorkshire and all four Welsh forces – Gwent, South Wales, Dyfed-Powys and North Wales), the Government proposes that the councillor with

cabinet responsibility for community safety should be appointed to the police authority. Any remaining councillor places would be filled on a basis designed to ensure that the overall councillor membership of the police authority reflected political balance of the force area as a whole and that there was a geographical spread of councillor members. All corners of the force area with their potentially very different communities and issues should be represented on the police authority. The presumption would be that no police authority would have fewer than 17 members and no authority would have more than 21 members. The current balance where councillor members had a majority on the police authority of 50% plus one would also be maintained.

### Unitary councils

- vii. Where a force area included only unitary councils, the presumption would be that each unitary council's councillor with cabinet responsibility for community safety would be a member of the police authority. For any remaining councillor places, two of the deciding criteria should be designed to ensure that the overall councillor membership of the police authority should reflect, wherever possible, the political balance of the force area as a whole and ensure that there was a geographical spread of councillor members.
- viii. *Example 1 – Greater Manchester Police* force area covers the metropolitan districts of Bolton, Bury, Manchester, Oldham, Rochdale, Salford, Stockport, Tameside, Trafford and Wigan. These ten councils would all be represented on the Greater Manchester Police Authority by their cabinet members with responsibility for community safety. To maintain the 50% plus one majority of councillor members on the police authority, there would be nine independent members, making 19 in total.

- ix. *Example 2 – South Yorkshire Police* force area covers the metropolitan districts of Barnsley, Doncaster, Rotherham and Sheffield. These four councils would be represented on the South Yorkshire Police Authority by their cabinet members with responsibility for community safety plus five other councillors chosen to reflect the overall political balance and ensure geographical spread. Thus, the police authority would have nine councillor members and eight independent members, making a total membership of 17 and maintaining the 50% plus one councillor majority.
- x. *Example 3 – Dyfed-Powys Police* force area covers the counties of Ceredigion, Carmarthenshire, Pembrokeshire and Powys. These four councils would be represented on the Dyfed-Powys Police Authority by their cabinet members with responsibility for community safety, plus five other councillors chosen to reflect the overall political balance and ensure geographical spread. Thus the police authority would have nine councillor members and eight independent members, making a total membership of 17 and maintaining the 50% plus one councillor majority.

### Combination of county, unitary and district councils

- xi. The Government recognises the complexity of two-tier local government arrangements. This being the case, we will discuss further with stakeholders proposals for change in these areas. We have developed one option for consideration on councillor police authority membership in areas with a combination of county, unitary and district councils, which we set out below.
- xii. Where a force area included both unitary and two-tier councils, the presumption would be that unitary councils would be represented by their councillor with cabinet responsibility for community safety thus ensuring that the biggest



population centres in the force area were guaranteed representation on the police authority. Assuming an authority with 17 members, councillors would still have nine places. Five of these would go to the unitary and county councils and four to the district councils. Two of the deciding criteria for filling these four places would be that the overall councillor membership of the authority should reflect the political balance of the force area as a whole and that there was a geographical spread of councillor members. This might mean district councillors on police authorities would have to cover more than one district but part of the selection process should be to establish that they are able and willing to do so.

- xiii. *Example 3 – Hertfordshire Constabulary* force area covers the county of Hertfordshire and ten district councils (North Hertfordshire, East Hertfordshire, Stevenage, Broxbourne, Welwyn/Hatfield, St Albans, Dacorum, Three Rivers, Watford and Hertsmere). To make the split between county and district councillors more straightforward, it might be sensible to give the authority 11 councillor places and ten independents, making its total membership 21. Thus, the county council would be represented by the councillor with cabinet responsibility for community safety plus five other councillors chosen to reflect the political balance of the county council and to ensure geographical spread. The remaining five councillor places would be allocated to councillors from the district councils covering two districts each within the force area.
- xiv. *Example 4 – Leicestershire Constabulary* force area covers the county of Leicestershire and the unitary councils of Leicester and Rutland, plus seven districts (North West Leicestershire, Charnwood, Melton, Hinckley and Bosworth, Blaby, Oadby and Wigton and Harborough). Given the population spread, it might be appropriate to allocate two councillor places on the police authority to both Leicestershire County Council and Leicester Council and one to Rutland to give the county and unitary areas the five members this approach proposes. Again, the councillor with cabinet responsibility for community safety on these three councils would be the police authority member with the second Leicestershire and Leicester councillor places and the four district councillor places selected with regard to political balance and geographic spread. The split between the seven district councils is not straightforward and might have to be decided on population spread, for example. The overall authority size would be 17 members.
- xv. *Example 5 – Bedfordshire Police* force area covers the county of Bedfordshire and the unitary council of Luton plus three district councils (Bedford, Mid Bedfordshire and South Bedfordshire). The five councillor members from the county and unitary councils might comprise the community safety cabinet member from Bedfordshire County Council plus two other councillors and the community safety cabinet member from Luton Council plus one other councillor. The additional councillors and the four district councillors would also be chosen with regard to political balance and geographical spread with, perhaps, two for Bedford and one each for Mid and South Bedfordshire. Again, the overall authority size would be 17 members.
- xvi. **We are interested in hearing views on the relative strengths of this option for councillor membership of police authorities or hearing about other possible formulations and models.**

## Appendix VI: The Tripartite Relationship

### Government and Home Secretary

- The Home Secretary has overall responsibility for ensuring the delivery of an efficient and effective police service in England and Wales.
- The national framework set by the Home Secretary includes the key priorities for policing and the means by which achievement of these priorities will be measured. These are set out in the National Policing Plan, presented to Parliament on an annual basis.
- Performance monitoring, evaluation and management are co-ordinated at national level by the Police Standards Unit acting on behalf of the Home Secretary with support, engagement and, ultimately, intervention, when necessary, where performance is failing.
- Certain policing approaches (e.g. the National Intelligence Model NIM) and technology (e.g. Airwave) are prescribed nationally to ensure consistency and economies of scale.
- The Home Secretary has national responsibility for counter-terrorism and the Security Service and consequent oversight of force level input to the national counter-terrorist effort.
- The Home Secretary and the Deputy Prime Minister work together to ensure there is adequate provision in the local government settlement for the central police grant.
- Pay and conditions, pensions and regulations are set nationally to ensure fairness and consistency.

### Chief Officers

- Chief officers have operational responsibility for effective and efficient policing in their force area.
- Deployment of officers and staff and efficient resource usage are the responsibility of chief officers.
- Performance monitoring and evaluation against national and local performance indicators are the responsibility of chief officers.
- Reductions in crime, anti-social behaviour and disorder as well as improvement in public satisfaction and detections are the responsibility of chief officers.
- Chief officers should ensure that their forces are able to deal effectively and efficiently with national and cross-border crime, including counter-terrorism.
- Chief officers are responsible for ensuring that their force is working in partnership with the communities it serves and communicates effectively with local citizens. This includes the provision of information on local policing issues and openness to local people's views.
- Partnership working, both across the criminal justice service and with other local agencies, is the responsibility of chief officers.

## Police Authorities

- Police authorities are responsible for ensuring that an effective and efficient police service is in place in their area.
- The police authority selects the chief officer for the force area. They also have a minority role in recruitment and selection of the deputy chief and the rest of the force's chief officer team (ACCs etc.)
- Police authorities set the personal performance objectives and conduct the performance appraisal of the chief officer.
- Police authorities decide the locally raised precept for policing (via the council tax) and allocate the budget to chief officers.
- Police authorities should hold the chief officer to account for how the key priorities in the National Policing Plan are addressed in their force area and what arrangements are in place for identifying local priorities.
- Police authorities should also hold the chief officer to account for regular engagement and publication of information on force performance.
- Police authorities ensure that performance management arrangements are in place that are transparent and capable of interrogation. They should know whether their chief is reducing crime, anti-social behaviour and disorder and making the best use of the resources available.
- Police authorities are responsible for ensuring that public accountability arrangements are in place at Basic Command Unit and neighbourhood level that enable local people to have a say in how they are policed and identify local priorities within the national framework.

## Appendix VII: Glossary of Terms

### **Anti-Social Behaviour Orders (ASBOs):**

ASBOs protect the public from behaviour that causes or is likely to cause harassment, alarm or distress. An order contains certain conditions prohibiting the offender from specific anti-social acts or entering defined areas and is effective for a minimum of two years.

**Assets Recovery Agency (ARA):** The Agency was established under the Proceeds of Crime Act 2002 to co-ordinate activity across the UK in recovering unlawfully obtained assets from those with no right to hold them. The agency became operational in February 2003.

### **Association of Chief Police Officers (ACPO):**

ACPO exists to promote leadership excellence by the chief officers of the police service, to assist in setting the policing agenda by providing professional opinion on key issues identified to the Government, appropriate organisations and individuals and to be the corporate voice of the service.

### **Association of Police Authorities (APA):**

The APA was set up in 1997 to represent police authorities in England, Wales and Northern Ireland nationally and to strengthen and support the role of police authorities locally. The APA represents police authorities in consultation on police matters and supports police authorities in their work by providing training, publications and research.

**Basic Command Unit (BCU):** BCUs are the main operating unit of police forces. Typically, a force will divide its territorial area into between three to ten BCUs (in the Metropolitan Police they are called “boroughs” and there are thirty-two) covering areas such as a town or district. They are usually commanded by a superintendent or chief superintendent and consist of several hundred police officers and staff. The officer in

charge of a BCU will be tasked by his or her chief constable with policing that locality and day to day decisions will be made as close to communities as possible.

### **British Association of Women Police**

**(BAWP):** BAWP was formed in order to fill a gap within the police service, with its main objectives to enhance the role and understanding of the specific needs of the women who are employed therein.

**CENTREX:** The Central Police Training and Development Authority known as Centex, defines, develops and promotes excellence.

It does so by providing a centre of policing excellence and support, and by creating and implementing the means to develop competence through policing careers.

**Commission for Racial Equality (CRE):** The CRE is a publicly funded, non-governmental body set up under the Race Relations Act 1976 to tackle racial discrimination and promote racial equality. It works in both the public and private sectors to encourage fair treatment and to promote equal opportunities for everyone, regardless of their race, colour, nationality, or ethnic origin.

**Community support officer (CSO):** CSOs are police authority employed staff who can perform a high visibility, patrolling role. They complement the work of police officers by focusing predominantly on lower level crime, disorder and anti-social behaviour, providing reassurance to the communities they serve.

**Connexions:** Connexions is for 13-19 year olds, living in England, who want advice on getting on to where they want to be in life. The service is managed locally by Connexions Partnerships, of which there are 47 throughout the country, which bring together all the key youth support services.

**Crime and Disorder Reduction Partnership**

**(CDRP):** The Crime and Disorder Act 1998 (as amended by the Police Reform Act 2002) sets out the framework for CDRPs, in which ‘responsible authorities’ are required to work together in partnership to tackle crime, disorder and the misuse of drugs. The responsible authorities consist of all the local authorities in a CDRP area, the police, police authority, fire authority and Primary Care Trust.

**Drug Action Team (DAT):** DATs are local partnerships charged with responsibility for delivering the National Drug Strategy at a local level, with representatives from the local authority (education, social services, housing) health, probation, the prison service and the voluntary sector. The English DATs are aligned with local authority boundaries, and have, in many areas, integrated their working practices with the local CDRP.

**Fixed Penalty Notices (FPN):** Fixed penalty notices are issued where there is reason to believe that an individual has committed a criminal offence for which a FPN is available – a “penalty offence”. The majority of tickets are issued for motoring offences, but a range of anti-social and nuisance offences have recently been introduced, for which penalty notices for disorder (PNDs) may be issued. The amount of the penalty varies considerably, up to a maximum of £200. Notices may be issued by a number of authorised individuals, including police officers, community support officers and local authority officers.

**Gay Police Association:** The Gay Police Association works towards equal opportunities for lesbian and gay police service employees, offering advice and support to lesbian and gay police service employees and promoting better relations between the police service and the lesbian and gay community.

**Her Majesty’s Inspectorate of Constabulary**

**(HMIC):** HMIC is an independent inspectorate established over a century ago. It is responsible for promoting the efficiency and effectiveness of policing in England, Wales and Northern Ireland through inspection of police organisations and functions to ensure agreed standards are achieved and maintained, good practice is spread and performance is improved. It also provides professional advice and support to the tripartite partners (Home Secretary, police authorities and forces) and plays an important role in the development of future leaders.

**High Potential Development Scheme (HPD):**

The High Potential Development Scheme is a competency based, structured career framework which can lead to the most senior positions in the police service. It aims to turn potential into performance, whether as a highly effective middle manager in command and leadership roles, or beyond at the strategic leadership level of the police service.

**Independent Police Complaints Commission**

**(IPCC):** Established under the Police Reform Act 2002 and operational since April 2004, the IPCC replaced the Police Complaints Authority and deals with serious complaints against the police.

**Local Authority Overview and Scrutiny**

**Committees:** These committees were established in the Local Government Act 2000. Consisting of councillors who are not members of the cabinet or ‘executive’, scrutiny committees are responsible for developing and reviewing council policy; holding the executive to account for their actions and decisions; assisting with best value reviews; and external scrutiny – scrutinising the work and impact of other agencies on the local community. In addition to these core responsibilities, the Act empowers scrutiny

committees to make reports and recommendations on any matter affecting the local area or its inhabitants.

**Local Strategic Partnership (LSP):** LSPs are local authority-wide, non-statutory partnerships that work together to identify common objectives for the local community. They include representatives from the public, private, business, voluntary and community sectors. LSPs are obligatory in 88 designated neighbourhood renewal areas but have also been formed in many other areas.

**Local Criminal Justice Boards (LCJB):** The 42 Local Criminal Justice Boards were set up in April 2003 to manage the Criminal Justice System at a local level. They comprise the chief officers of key criminal justice agencies in each area and report to the National Criminal Justice Board. They ensure a joined up approach to reducing crime, bringing more offenders to justice and improving public confidence in the Criminal Justice System.

**Local Government Association (LGA):** The LGA exists to promote better local government, working with and for member authorities to realise a shared vision of local government that enables local people to shape a distinctive and better future for their locality and its communities. The LGA aims to put local councils at the heart of the drive to improve public services and to work with government to ensure that the policy, legislative and financial context in which they operate, supports that objective.

**National Black Police Association (NBPA):** This is an umbrella organisation representing the views of 38 Black Police Associations (BPAs) in the UK. The NBPA aims to promote good race relations and equality of opportunity within the police services and the wider community.

### **National Centre for Policing Excellence**

**(NCPE):** The National Centre for Policing Excellence, which forms part of the Central Police Training and Development Authority (Centrex), was launched on 8 April 2002. It is tasked with developing and disseminating best practice.

**National Crime Squad (NCS):** The National Crime Squad targets criminal organisations committing serious and organised crime which transcends national and international boundaries, typically drug trafficking, money laundering, counterfeit currency, kidnap and extortion. While NCIS gathers intelligence on these issues, NCS deals with the investigation of such crimes.

### **National Criminal Intelligence Service**

**(NCIS):** NCIS provides actionable intelligence to law enforcement agencies at home and abroad in order to combat and prevent serious and organised crime that impacts on the UK.

**National Intelligence Model (NIM):** NIM is a model for policing that ensures that information is fully researched, developed and analysed to provide intelligence that senior managers can use to provide strategic direction, make tactical resourcing decisions about operational policing and manage risk. NIM is not just about crime and not just about intelligence – it is a model that can be used for most areas of policing. It offers, for the first time, the realisable goal of integrated intelligence in which all forces and law enforcement agencies play a part in a system bigger than themselves.

**National Policing Plan:** The national strategic framework for policing in England and Wales is set out in the National Policing Plan, which the Government is required to publish annually. The Plan sets out minimum standards against which policing should be delivered locally.



**Office of Public Service Reform:** To strengthen the Government's ability to improve public services, the Prime Minister established the Office of Public Service Reform in 2001. Based in the Cabinet Office, OPSR is responsible for pushing forward the reform of public services in accordance with the Prime Minister's four principles of reform, in order to improve customers' experiences of those services.

**Police Advisory Board (PAB):** The Police Advisory Board advises the Home Secretary on general questions affecting the police in England and Wales.

**Police Information Technology Organisation (PITO):** Working closely with its partners, PITO provides information technology and communication systems to the police service and criminal justice organisations in the UK. It also has a role in getting best value for the police service on the goods and services they buy. This is done through setting up collective procurement arrangements. PITO is a Non-Departmental Public Body funded by the grant-in-aid and charges for the services it provides.

**Police Licensing and Accreditation Board (PLAB):** The PLAB is a sub-group of the Police Training and Development Board established to secure appropriate accreditation for all policing skills and to ensure that the learning programmes used to develop such skills are of good quality.

**Police Negotiating Board (PNB):** PNB was set up 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 to the Home Secretary, Secretary of State for Northern Ireland and Scottish Ministers on these matters.

**Police Performance Monitors:** These are interim, annual publications detailing performance of the 43 Home Office police forces of England and Wales across a set of performance indicators in use while the Policing Performance Assessment Framework is being prepared.

**Police staff:** Police staff are non sworn employees within the police service who carry out many functions which enable police officers to patrol, tackle crime and disorder and perform all the other tasks that are expected of them.

**Police Staff Council (PSC):** The PSC is a voluntary negotiation body (unlike the Police Negotiating Board) which negotiates for 50,000 police staff in England and Wales (excluding the Metropolitan Police). The national agreements of the PSC are only binding if police authorities and chief constables agree to incorporate them within the contracts of employment of their employees.

**Police Standards Unit (PSU):** The Police Standards Unit, within the Home Office, was set up in June 2001 to help deliver the Government's commitment to raise standards and improve operational performance of the police in order to maintain and enhance public satisfaction with policing in their areas. It does this through, for example, performance monitoring and targeted support for police forces and Basic Command Units.

**Police Training and Development Board (PTDB):** The Police Training and Development Board (PTDB) was established in May 2002 as the key strategic body with national responsibility for bringing about improvements in police training and development. Replacing the Police Training Council, the PTDB is charged by the Home Secretary to oversee the delivery of the Government's strategy to reform the police service in relation to training and development.



**Policing Performance Assessment**

**Framework (PPAF):** PPAF is intended to be an effective and fair way of measuring, comparing and assessing strategic performance in policing across the full range of policing responsibilities.

**Primary Care Trusts (PCT):** PCTs control local health care, while 28 new strategic Health Authorities monitor performance and standards. There are 302 PCTs covering all parts of England, which receive budgets directly from the Department of Health.

**Professionalising the Investigative Process**

**(PIP):** Professionalising the Investigative Process aims to bring policing into the 21st century by examining existing investigation procedures and developing ways to make the process more professional, ethical and effective for both officers and police staff involved in investigations.

**Skills for Justice:** Skills for Justice is the sector skills council for the justice sector. It is uniquely placed to bring together the component parts within the justice sector to form a coherent whole, to create better networking of information and provide a single focus on skills issues for the justice sector.

**Special constables:** special constables are members of the public who volunteer four or more hours a week to help their local police force and represent a partnership of the police and community working together. They are different from other volunteer/community groups in that they are trained officers with full police powers.

**Stephen Lawrence Steering Group:** This steering group oversees implementation of the Stephen Lawrence Inquiry's recommendations, ensuring that the Executive, the Crown Office and the police service comply with these recommendations.

**Sure Start:** Sure Start is the Government's programme to deliver the best start in life for every child by bringing together early education, childcare, health and family support.

**Wardens:** Unlike community support officers, neighbourhood wardens do not have any police powers. Rather, they are the eyes and ears of the community, looking to improve the quality of life of an area and help it along the path to regeneration. As well as providing a link between local residents and key agencies such as the local authority and the police, wardens can also help with efforts to promote community safety and tackle environmental problems such as litter, graffiti, dog fouling and housing.

**Youth Offending Teams (YOTS):** The YOTs are key to the success of the Youth Justice System, assessing the needs of youth offenders and identifying suitable programmes to address those needs in order to prevent re-offending. Each YOT is managed by a YOT manager, and is made up of representatives from the police, Probation Service, social services, health, education, drugs and alcohol misuse and housing officers.

## Appendix VIII: How to comment

If you wish to provide us with your views on this policy paper please either email us at [police.consultation@homeoffice.gsi.gov.uk](mailto:police.consultation@homeoffice.gsi.gov.uk) or write to us at:

*Building Communities, Beating Crime*  
Police Reform Unit  
6th Floor, Open Plan  
50 Queen Anne's Gate  
London  
SW1H 9AT

Comments on the issues raised in this paper are required by **Tuesday 1st February 2005**.

### **Regulatory Impact Assessment**

A Regulatory Impact Assessment on this policy paper has been published and is available at [www.policereform.gov.uk](http://www.policereform.gov.uk).



Published by TSO (The Stationery Office) and available from:

**Online**

[www.tso.co.uk/bookshop](http://www.tso.co.uk/bookshop)

**Mail, Telephone, Fax & E-mail**

TSO

PO Box 29, Norwich, NR3 1GN

Telephone orders/General enquiries: 0870 600 5522

Order through the Parliamentary Hotline Lo-call 0845 7 023474

Fax orders: 0870 600 5533

E-mail: [book.orders@tso.co.uk](mailto:book.orders@tso.co.uk)

Textphone 0870 240 3701

**TSO Shops**

123 Kingsway, London, WC2B 6PQ

020 7242 6393 Fax 020 7242 6394

68-69 Bull Street, Birmingham B4 6AD

0121 236 9696 Fax 0121 236 9699

9-21 Princess Street, Manchester M60 8AS

0161 834 7201 Fax 0161 833 0634

16 Arthur Street, Belfast BT1 4GD

028 9023 8451 Fax 028 9023 5401

18-19 High Street, Cardiff CF10 1PT

029 2039 5548 Fax 029 2038 4347

71 Lothian Road, Edinburgh EH3 9AZ

0870 606 5566 Fax 0870 606 5588

**TSO Accredited Agents**

(see Yellow Pages)

ISBN 0-10-163602-4



9 780101 636025