



Home Office

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*Police Reform*

*White  
Paper*

*The Government's Proposals for the Police Service  
in England and Wales*

*Cm 2281*





*Home Office*

# **POLICE REFORM**

## **A Police Service for the Twenty-First Century**

The Government's Proposals for the Police Service in England and Wales

Presented to Parliament by the Secretary of State for the Home Department  
By Command of Her Majesty

June 1993

Cm 2281

LONDON: HMSO  
£8.00 net



We are rightly proud of our police service and of the best traditions of British policing. This White Paper sets out proposals for enabling them to do their job more effectively.

The men and women in the police service do remarkable and dedicated work trying to ensure, often at great personal risk, that we can live our lives in peace and according to the rule of law. We owe them a great debt of gratitude.

But times change. And over time the framework and arrangements within which the police have worked have become out of date. They must be brought up to date. The proposals set out in this White Paper are designed to bring that about.

Local police authorities will have a strengthened role setting budgets and deciding local strategies. They will be able to benefit from a wider pool of local experience. They will work out ways of involving the public in the fight against crime.

Chief Constables and local police commanders will have greater freedom to manage in order to provide a service that meets local priorities.

In these ways the bonds between local communities and their police forces will be greatly strengthened.

The Government will play its part in setting key overall priorities. I want the public's view on what they should be.

We cannot wage the war against crime effectively if we leave it all to the police. The public must play their part. I want to build a strengthened partnership between the police and the public in which we help each other to do our best to make our country a safer place in which to live. The White Paper shows how this can be done.



Home Secretary



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**1.1** The Government is committed to upholding the rule of law, supporting the police and fighting crime. Since the Government has been in power the police have received a greater increase in resources than most other major public services. Police manpower has risen, civilianisation has been expanded, training has improved and equipment has been modernised and strengthened.

**1.2** While the police service has grown in strength and efficiency, levels of crime have also risen significantly. Crime, and with it the fear of crime, has increased in absolute terms and in terms of its sophistication.

**1.3** The police service alone cannot tackle the problem of crime. They need the active support and involvement of the communities whom they serve.

**1.4** Over the years the police in England and Wales have provided an excellent service in response to increasing demands. Every day we expect the police service to catch criminals, deal with drug abuse, prevent public disorder, provide visible foot patrols, work with schools, voluntary groups and other agencies, deal with road accidents, be sympathetic to the victims of crime, as well as responding to a stream of calls for assistance of all kinds.

**1.5** Well under half of police time and money is devoted to fighting crime against persons and property. All the duties that police officers are expected to carry out are important, but they need clear priorities for their work. The Government is clear that fighting crime should be the priority for police officers - a priority that local communities should share and support.

**1.6** The proposals in this White Paper will help to build a partnership between the police and the public to deliver what people want most, *a country which is safer to live in*. In line with the principles of the Citizen's Charter, the aim is to ensure that the police respond better to the needs and wishes of citizens; and that people are supportive of the police in their efforts to defend the values of our society.

## Summary

**1.7** The main aims of the police service should be:

- to fight and prevent crime;
- to uphold the law;
- to bring to justice those who break the law;
- to protect, help and reassure the community;
- in meeting those aims, to provide good value for money.

In fulfilling those aims the police must maintain their traditional role of policing by consent. The exercise of police powers will continue to be separate from the exercise of political authority.

**1.8** This White Paper sets out the Government's strategy for enabling the police to meet those aims more effectively. The main proposals in this paper are as follows:

- The Government will set the key objectives which it will expect the police to secure. These objectives will reflect the Government's belief that fighting crime and the protection of the public should be the top priority in police work. Police performance will be measured against these objectives.
- Chief Constables will be empowered to deliver a service which responds better to local needs. They will be held more accountable for the performance of their forces. Chief Constables will be given greater freedom to manage the resources at their disposal to help them in the fight against crime.
- Local police authorities will be strengthened and made more effective. They will be smaller and have broader local representation. They will ensure that policing meets local needs and the Government's key objectives. They will be held to account for the results.
- In keeping with the Citizen's Charter police authorities will have a duty to consult local people. They will be required to take account of the views of local people in setting priorities, and to tell people how well their force has done.
- Police authorities will also be required to produce local strategies for involving the public in the fight against crime. These strategies could include more effective arrangements for neighbourhood watch or for recruitment to the special constabulary.

- Police forces will be expected to streamline their management to devolve resources and responsibility to the level where they can be deployed most effectively. The main responsibility for local policing will go to the local commanders who are in touch with their local communities.
- The way in which the police service is funded will change. Police authorities and police forces will have greater freedom to decide for themselves how best to spend their money. Central government grant to the police will in future be cash limited.
- The Government will relinquish detailed controls on finance and manpower.
- The independent Inspectorate of Constabulary will be strengthened to ensure that standards are maintained and that the best quality service is provided.
- For the first time, there will be police authority arrangements for the Metropolitan Police outside the Home Office but directly accountable to the Home Secretary.
- In the light of the recommendations of the Sheehy Inquiry, there are likely to be changes to police rank structure, pay and conditions of service.
- The procedures for amalgamating police forces will be simplified so that changes where justified can be implemented.
- There will be new procedures to ensure that poor performance by individual officers is dealt with fairly and effectively.
- There will be new separate arrangements for dealing with misconduct by police officers.

**1.9** The following chapters set out these proposals in greater detail. Policing will become a more local service, responsive to the needs of local communities. The proposals will allow policemen and women to provide a better service by helping them to protect the public, prevent crime and tackle it effectively where it occurs.

**2.1** Policing depends on the decisions and actions of individual police officers who have a wide degree of discretion. This makes it essential that all police officers, and the police service as a whole, should have a clear idea of the expectations and priorities of the community whom they serve.

**2.2** At present this clarity of purpose is often lacking. We have made, and continue to make, more and more demands of the police service without giving a clear sense of priorities. The main job of the police is to catch criminals. In a typical day, however, only 18% of calls to the police are about crime, and only about 40% of police officers' time is spent dealing directly with crime.

**2.3** The present combination of police tasks has not been invented by the police themselves. If the police are not focussing on the right objectives, it is for the public, with government in the lead, to give the police service a clear steer about what is wanted.

**2.4** It is not only the priorities in terms of the tasks themselves that are changing; it is also the public's expectation about how those tasks will be undertaken. The Citizen's Charter requires all public services to be more open and explicit about their operations and the standards of service that they offer, and to respond swiftly and effectively when standards of service are not delivered.

**2.5** To enable the service to respond more effectively to the public's priorities, we need to set clear objectives and to introduce changes to the framework within which the police operate. This includes management and personnel arrangements and the support services which help them to operate effectively.

### **The policing framework**

**2.6** The present framework for the management of the police service is contained in the Police Act 1964. The high calibre and commitment of police officers and civilian staff working within that framework have produced an outstanding police service. But as noted above, the tasks of today's police officers are radically different from those envisaged at the time of the 1964 Act. The flexibility of that framework has been tested to the limit. It is the

responsibility of government to ensure that the statutory and management framework is not an obstacle to the delivery of an effective police service.

**2.7** The 1964 Act enshrines in legislation a tripartite structure for the administration of the police service. The three parties who form that structure are the Home Secretary, police authorities, and Chief Constables.

**2.8** The Home Secretary is not directly responsible for police operations. He has a general duty to exercise his powers under the Police Act in such a way as to promote the efficiency of the police service.

**2.9** Policing is jointly funded by central and local government. Overall expenditure on the police service for 1993/94 is estimated at £6.2 billion, an increase in real terms of 88% since 1979. The Home Secretary is the main source of funding for the police. For provincial police forces, the Home Secretary pays specific grant on 51% of expenditure for policing purposes. This is not cash limited. Local authorities contribute the remaining 49%, although most of this comes from central government in the form of revenue support grant and non-domestic rates. For the Metropolitan Police, the Home Secretary pays grant on 52% of current expenditure, and local authorities contribute 48% through a precept raised by the Receiver for the Metropolitan Police District, with the consent of the Home Secretary. The total is cash limited. The Home Secretary approves expenditure on capital items such as buildings, and the level of expenditure on vehicles and other equipment, and provision for this expenditure is cash limited. The Home Secretary's approval is required for any increase in the establishment of a police force.

**2.10** In addition, the Home Secretary makes regulations which govern the pay and conditions of service of police officers. He approves the appointment by police authorities of senior officers. He maintains a range of support services for the benefit of forces collectively. Under separate legislation, the Home Secretary also acts as police authority for the Metropolitan Police.

**2.11** There is a separate police authority for each provincial force in England and Wales. Two thirds of the members of the authority are local elected councillors and one third are magistrates. The police authorities of single county forces are committees of the county council. Where the force covers two or more counties which are combined in a single police area, the police authority is a body corporate drawing its membership from the constituent counties with representatives from their councils and magistrates. There are also six joint metropolitan authorities, which were created following

the abolition of the metropolitan county councils. They draw their councillor members from the district councils in the relevant areas.

**2.12** The main duty of a police authority is to secure the maintenance of an adequate and efficient police force for the area. It sets the force's budget and is responsible for providing the Chief Constable with the necessary resources in manpower, buildings, vehicles and equipment. It is usually the employer of the civilian staff in the force. It appoints the Chief Constable and other senior officers. It has the power to call for reports from the Chief Constable on any matter connected with the policing of the area, and the Chief Constable is obliged to provide the authority with an annual report.

**2.13** The Chief Constable is charged with the direction and control of his force. He cannot be given instructions, either by the police authority or by the Home Secretary, about police operations. He is able to enter into agreements to collaborate with the chief officer of another force, and he is also able to provide assistance to another chief officer where this is necessary.

### **Defects in the policing framework**

**2.14** The present arrangements enshrined in the Police Act 1964 create confusion about the respective roles of the Home Secretary, police authorities and Chief Constables. The Home Secretary is expected to answer to Parliament for a service for which he has no direct responsibility. The Government provides the majority of funding, but the size of the contribution which the Home Secretary is required to make is not within his control. He is able to set the strategic framework for policing only through informal but bureaucratic methods such as Home Office circulars and guidance. At the same time, he is required to make detailed decisions about how many police officers there should be in each force and to determine their pay and conditions of service.

**2.15** Police authorities are responsible for budget setting, but decisions about important elements of expenditure are subject to central control. The police authority has a responsibility for making arrangements to obtain the views of local people about policing. But its ability to ensure that those views are reflected in the strategic direction of the force is limited. At the same time, its responsibilities for civilian staff and other resources can draw it into detailed management issues which should be the responsibility of the Chief Constable.

**2.16** The Chief Constable directs the police officers within the force, but is not the employer of the civilian staff who work alongside them. He has to rely

on the police authority to provide him with essential equipment. He is in practice responsible for the disbursement of the available resources, but his ability to deploy them to their best effect is constrained by both local and central intervention. This inhibits effective devolution of management responsibility within the force, because the flexibility which can be given to local managers is limited.

**2.17** This entanglement of responsibilities leads to uncertain lines of accountability. It is hard to find sufficient basis for calling any of the parties to account. The only methods available are severe sanctions of last resort: the Home Secretary may withhold the payment of grant if he considers that a police authority is not maintaining an adequate and efficient force; or the police authority may require a Chief Constable to retire in the interests of efficiency.

**2.18** The three different types of police authority - in single county forces, forces covering two or more counties, and in metropolitan areas - have different degrees of autonomy. Although all police authorities are jointly funded by central and local government, the financial mechanisms differ between the different types of authority. The police authority carries the statutory duty for securing the maintenance of the police force. But for single county police authorities in particular, their ability to discharge this responsibility as they see fit can be undermined by their status as subordinate parts of local government.

**2.19** The current statutory arrangements for police authorities put limits on the people who can be members. Only those who have the time also to be a local councillor or magistrate can be appointed. This inevitably excludes people from many walks of life who would be able to make a valuable contribution to the work of the police authority. At the same time police authorities have tended to become large bodies not well suited to quick decision making or exercising a clear strategic role at local level.

**2.20** The present funding system is complex without effectively controlling overall expenditure. It prevents the most efficient use of civilian and police manpower. For provincial police forces, there is no cash limit - and so no overall control - on the amount of specific police grant coming from central government. As a result the Government has sought to exercise some control on spending through determining centrally the maximum number of police officers who can be employed in each force. This has had unhappy effects. It has led to excessive concentration on justifying an increase in the number of

police officers, rather than a more balanced assessment of the need for police officers or civilian staff.

**2.21** The freedom of police managers is further circumscribed by rigid working methods and management structures. Rank structure, pay, working hours and conditions, disciplinary procedures and a host of other personnel management matters are currently subject to statutory regulation. Although some important changes have been negotiated in recent years, the inflexibility of these systems has prevented the police service taking advantage of modern management methods which would benefit police officers themselves and allow them to give a better service to the public.

**2.22** Overlapping responsibilities, unnecessary controls, and confused lines of accountability frustrate the ability of the police service to meet the needs of the public. The Government intends to remove the features of the present system that are obstacles to the best police performance by:

- Focussing effort to improve performance in key areas, notably the prevention and detection of crime.
- Clarifying the respective roles of Chief Constables, police authorities and the Home Secretary, to improve accountability for the performance of the police.
- Enabling those who lead the police to ensure that the service can give of its best within a modern management framework.



**3.1** The police service faces challenges not met in other areas of civilian life. At the same time, the service as a whole faces many of the same problems as other large organisations. That is why the police service should use the best techniques of modern management commonplace in the private sector and increasingly in other parts of the public sector: clear statements of aims and objectives; resources related to these objectives; delegation of responsibility to the lowest possible level; freedom for managers to marshal the available resources to achieve their objectives in the most effective way.

**3.2** In future, the police service will have:

- Greater flexibility to decide the numbers of police officers and civilian staff that are needed.
- Full management responsibility for all police officers and civilians.
- Greater choice about the working patterns of staff.
- Operational and management responsibility devolved to local level.
- New arrangements for pay, rank structure, conditions of service, and for dealing with poor performance.
- Better training for all staff.
- Paperwork reduced to the essential minimum.

**3.3** Clarification of the Home Secretary's strategic role and the establishment of defined responsibilities for local police authorities will create a framework which will help Chief Constables to carry out their responsibilities. Chief Constables are the professional managers and leaders of the police service. The Government intends to ensure that Chief Constables are able to deliver the service which is required without unnecessary interference.

**3.4** Chief Constables can expect to be judged by results. They can also expect greater flexibility to decide how the resources which the police authority makes available are to be deployed in order to achieve those results.

**3.5** The Chief Constable will need to consider what the best mix of manpower and other resources would be to meet the requirements of the local

policing plan agreed with the police authority. He will have to satisfy the police authority that he has done this in a cost-effective way.

### **Manpower**

**3.6** In future, responsibility for detailed decisions about the numbers of police officers and civilian staff in a force will lie with the Chief Constable. The Home Secretary will no longer fix establishment levels. The police authority will of course take a careful interest in the balance between police officers and civilian staff, and in the ratio between senior and junior ranks, because these broad issues will be relevant to achieving the local policing plan. The authority will be able to refuse to approve a plan which is unsatisfactory on these points. But day to day personnel management decisions will be for the Chief Constable.

**3.7** Under present legislation, the Chief Constable is responsible for the direction and control of the force, including all the police officers who are members of the force. This will not be changed.

**3.8** The civilian staff working alongside police officers, however, are normally employed by the police authority. Civilian staff play an increasingly important part in police operations and administration in all forces, often carrying responsibilities which are as important to the delivery of a good service as their police officer colleagues. The Government considers that there should be a unitary management structure within police forces and that civilian staff employed for police purposes should be employed by the Chief Constable, not the police authority.

**3.9** If such a change were made the police authority would continue to employ the small number of staff which it will need to provide it with independent advice in discharging its own statutory duties. But it would no longer employ those staff who were involved directly in support of policing.

### **Equipment and buildings**

**3.10** The police authority currently has a statutory responsibility for providing the police force with vehicles, uniforms, and other equipment. If the Chief Constable is to have greater control over the resources used to deliver a good quality policing service this responsibility should be transferred to him.

**3.11** The police authority is at present also responsible for providing and maintaining buildings and premises for the police force. This means that all

police force buildings and land belong to the police authority, rather than to the Chief Constable. Here too there may be a case for transferring responsibility to the Chief Constable, to strengthen his managerial ability.

**3.12** Against this there are arguments for maintaining the present arrangements for property because they are an important part of the financial responsibilities of the police authority.

**3.13** A halfway house would leave the ownership of property vested in the police authority, with maintenance and management of the police estate being part of the responsibilities of the Chief Constable. He should not need to look to the police authority for approval if he wants to decorate or improve a police station. The Government would welcome views on these options.

### **Management information**

**3.14** Chief Constables will need better financial and other management information to enable them to carry out their increased management responsibilities effectively. Every police authority will need to ensure that the police force has an effective management information system in place.

**3.15** This is particularly important already in those forces which have led the field in devolving management responsibility within the force to local commanders. They need simple, swift and comprehensive breakdowns of manpower and other costs to give them the information which is necessary for local operational and management decisions. Such information should as far as possible be in a form which is capable of comparison across the police service.

**3.16** The Home Office will be working with police forces to establish a clear view of the management information which police managers will need and how it can best be provided. The aim will be to ensure effective arrangements are in place in all forces in time for the implementation of the reforms planned for April 1995.

### **New working patterns**

**3.17** Greater flexibility in working patterns will give Chief Constables greater freedom to decide on the manpower needed. In the past, police officers have normally worked a rigid pattern of eight hour shifts, rostered twelve months in advance. Over half of all forces have now introduced alternative systems which allow greater flexibility in deployment. This helps to ensure that officers can be deployed in the right numbers according to the levels of demand.

**3.18** The new systems have been implemented through local agreements involving derogation from Police Regulations, which formally allow only for eight hour shifts. The Regulations will be amended to allow the formal introduction of a more flexible framework of working time arrangements across the police service.

**3.19** Amendments have also been made to allow part-time working and job sharing in the police service. Six forces are participating in a pilot scheme. This will enable a quick assessment to be made of whether there are any areas of police work in which part-time working and/or job sharing would not be practicable. If not, part-time working and job sharing will be introduced across the service. This may be beneficial not only in giving greater flexibility to police managers but also in helping to retain officers with family commitments.

### **Local management of policing**

**3.20** Many police forces have already changed their internal management structures to devolve increased responsibility to local units. The focus of policing is shifting from police force headquarters towards local command units. Forces have removed unnecessary tiers of management and changed the emphasis of headquarters from command and control to the co-ordination and support of local activity.

**3.21** The way in which this has been done within forces has varied according to local circumstances, but there are several common principles underlying this new approach to policing:

- First, a local commander should be clearly identified as the person in charge of day to day operations in the area.
- Second, the local commander should be given the greatest possible autonomy to decide how the area under his or her command is to be policed. This should include deciding what the policing priorities of the area are to be, having regard to the overall priorities of the force; how and where the available manpower is to be deployed to meet those priorities; and how other resources are to be used to support that deployment.
- Third, in support of the local commander, teams of officers should be given clearly identifiable areas for which they are responsible. This will allow them to establish clearer ownership of the area and in turn allow the local community to identify them as their police officers.

Together these changes are central to ensuring that local policing properly reflects local needs and priorities.

**3.22** Thirty two police forces, including the Metropolitan Police, have already committed themselves to this policing style, and have completed internal reorganisations or are in the process of doing so. This process has been supported by HM Inspectorate of Constabulary, drawing on guidance issued by the Chief Inspector in February 1992. The Government expects all forces to adopt similar approaches and HM Inspectorate will continue to encourage forces in this direction.

**3.23** HM Inspectorate will also continue to assess the results of these changes through their regular force inspections. Every inspection report includes a section on the organisation of the force, and force inspections have highlighted some of the benefits which have flowed from these changes including many innovations tailored to meet local operational or management concerns.

### **Pay, conditions of service and rank structure**

**3.24** The changes in force organisation and the emphasis on increased accountability involve very different roles and responsibilities for officers in all ranks compared with those that applied when the Edmund-Davies Committee reported in 1979 and provided the basis for the current pay structure. In the fourteen years since that report was published, the work of the police has changed significantly, as has the range of skills needed to carry it out. It was those changes which led the Secretaries of State for the Home Departments to set up in 1992 a fresh inquiry, under the chairmanship of Sir Patrick Sheehy, into the rank structure, remuneration, and conditions of service of the police in England and Wales, Scotland and Northern Ireland.

**3.25** The Edmund-Davies report was based on the principle that police pay should reflect the very special circumstances of the police service. The Government recognises that these special circumstances still exist. Police officers risk their lives to protect the public. Their work is stressful, sometimes dangerous, and disruptive to family life, yet vital to the stability of society. The new inquiry has been asked to have full regard to this principle and to the need to ensure affordability and value for money in public spending.

**3.26** The Government is seeking a pay and rank structure which ensures enough flexibility in the distribution of rewards to enable individual responsibilities and performance to be properly recognised in changing circumstances yet enough stability to maintain the recruitment, retention, and motivation of officers of the right quality.

**3.27** The report of the Sheehy Inquiry will be published later this month with an invitation for comments on its recommendations to be sent to the Home Departments by the end of September. The Government will be looking for new arrangements which will reinforce and underpin the significant moves towards clearer responsibilities and greater accountability. The Government will take all comments into account in considering implementation of the recommendations and, if legislative changes are required, they will be included in the Bill necessary to give effect to the changes in the framework for policing described elsewhere in this White Paper.

### **Procedures for dealing with misconduct**

**3.28** In March the Government published the new arrangements for dealing with poor performance by police officers. The Government also proposes to reform the procedures for dealing with misconduct by police officers and in the document published in March set out new proposals on misconduct for consultation.

**3.29** The consultation document examines the difference between what can reasonably be handled as a matter of internal personnel management and what should be dealt with more formally as a matter of public concern. It also suggests ways in which existing procedures might be changed to bring them more in line with wider management practice while recognising the particular vulnerability of police officers to false complaints. The aim of the proposals is to ensure that police managers have as much flexibility in the management of police staff as they are being given in the management of financial and other resources. Responses to the consultation document were invited by 14 May. In the light of those responses, the Government will consider what changes should be made in legislation.

### **Developments in police training**

**3.30** There has been substantial progress within the police service towards a coherent programme of training and career development which is able to respond quickly to changing demands. To take this further, the Home Secretary on the advice of the Police Training Council has recently established a new post of National Director of Police Training. The Director will be responsible for all training provided nationally or on a regional basis and for training courses developed nationally for use at local level. He will also be accountable for the management of the Police Staff College at Bramshill and for the district training centres at which all new recruits to provincial police forces undertake initial training.

**3.31** A comprehensive overhaul of some key aspects of the police training system has already been completed. Since 1989 all new recruits to provincial forces have undertaken a new modular probationer training programme, which replaced the more theoretical approach of previous probationer training. The new programme is delivered partly in regional training centres and partly in forces. It is designed to give recruits to the police service not only the legal knowledge but also the practical and interpersonal skills they need to do their job properly.

**3.32** New management development courses have been introduced for sergeants and inspectors. These are provided on a regional basis and are attended by all officers on promotion to these ranks.

**3.33** The training programmes provided for more senior officers by the Police Staff College, Bramshill have been reviewed and restructured to take account of changing circumstances.

**3.34** All police forces have introduced staff appraisal systems which help to identify training needs, and guidance on this subject and on career development generally was issued to forces at the end of 1991, together with related guidance on the evaluation of training.

**3.35** The previous qualifying examinations for promotion to the ranks of sergeant and inspector have been replaced by two-part examinations which include practical skills-based assessment designed to test the leadership, managerial competence and analytical ability of candidates. The new system was introduced in 1991.

### **Senior appointments**

**3.36** For the most senior levels of the police service, objective and effective selection procedures are needed to get the right people into the right jobs. With the exception of the Metropolitan Police (see Chapter 11) the legislation currently provides for the Chief Constable of a force to be appointed by the police authority, subject to the approval of the Home Secretary. Other officers at Assistant Chief Constable rank and above are appointed by the police authority, again subject to the approval of the Home Secretary, after consultation with the Chief Constable.

**3.37** The Government does not intend to make any fundamental changes in these responsibilities. But the Home Office is reviewing the current appointment procedures, in consultation with those most closely concerned, to see if

improvements can be made to increase objectivity in assessment and to ensure full adherence to the principle of equal opportunities. Revised procedures will be designed to ensure that the most able officers can make best use of their abilities in the interests of the police service as a whole.

### **Reducing paperwork**

**3.38** The Government believes that the burden of paperwork placed on police officers should be kept to a minimum. Accurate and thorough documentation is essential to running the criminal justice system. But the needs of accuracy and thoroughness have to be balanced against those of speed and efficiency.

**3.39** The Home Secretary has commissioned a swift study by consultants with relevant expertise to examine the paper administration of the criminal justice process at every stage from arrest by the police to disposal in court. The aim is to reduce the paperwork burden and allow police officers to give more time to operational policing.

### **Compulsory competitive tendering**

**3.40** The police service is part of the programme of compulsory competitive tendering which the Government has introduced across the public sector. This programme is intended to ensure that services in the public sector are provided as economically as possible by requiring certain areas of activity to be put out to tender and allowing private contractors to bid.

**3.41** Compulsory competitive tendering has already been applied to all police catering services and is being extended to police vehicle maintenance and the cleaning of police buildings. It will be extended to construction related services and corporate services, and in the longer term the Government will continue to apply compulsory competitive tendering in other areas where this is appropriate.

**3.42** In summary, Chief Constables in future will have:

- Greater authority to manage their own budgets free from unnecessary interference.
- More choice in decisions about manpower and working patterns.
- A management structure that will provide a service to meet genuine local policing priorities.
- Better trained staff, released from unnecessary paperwork.



**4.1** Police authorities will have an enhanced role in the future of policing and will support the police service in the fight against crime. They will be strong local bodies, able to develop both a good knowledge of the strengths and weaknesses of the local force, and of the policing priorities of the local community. Chief Constables will account to them for the standard of local policing.

**4.2** In accordance with Citizen's Charter principles, police authorities should undertake regular and systematic consultation with local people about policing. Users' views about police services, and their priorities for improving them, will be taken into account in setting local objectives for policing. Police authorities will provide an important local focus in ensuring that the police and local communities are working together. They will be expected to play a key part in forging a closer partnership between the public and the police.

**4.3** In future the police authority's main tasks will be:

- To establish the local priorities for policing in consultation with the Chief Constable.
- To ensure that there are effective arrangements for consulting local communities about policing and for reflecting those views in local policing priorities.
- To set the total budget for policing for the year.
- To approve and publish a costed plan for policing. The police authority will need to ensure that the plan is designed to deliver both the Government's key objectives and those which are set locally.
- To monitor the financial and other performance of the police force during the year in terms of key and local objectives and targets.
- To maintain a dialogue with the Home Office about the achievement of key and local objectives for policing.
- To publish annual performance results in a standard form to allow comparison of performance against other forces.

These tasks will be set out in statute.

## **Status of police authorities**

**4.4** Police authorities currently take a variety of forms. The Government proposes that in future all provincial police authorities should take the same form. They should have independent status which will allow them to focus on their statutory responsibilities for ensuring an adequate and efficient local police service.

## **Budget setting**

**4.5** All police authorities will be constituted as free standing corporate bodies. They will have their own standard spending assessment (SSA) and will be individually liable to capping. They will hold their own reserves. Each police authority will set its own budget. It will receive directly its share of cash limited specific grant from the Home Office, revenue support grant, and non-domestic rates. It will precept on the constituent local authorities for that proportion of its budget which will be met by the council tax.

**4.6** The police authority will need to decide on the level of the precept which it will make on its constituent local authorities for the remaining part of its funding. Precepted expenditure would count as expenditure of the police authority rather than of the constituent local authorities for capping purposes. The Government expects the setting of the budget to be done in close collaboration with the Chief Constable, to ensure that the budget set properly reflects policing needs. The final say will rest with the police authority.

**4.7** Expenditure above the level at which capping constraints would apply will be possible if constituent local authorities provide funds for specific policing purposes agreed with the Chief Constable. In that case each local authority contributing such funds would have to accommodate them within its own capping limit.

## **Audit**

**4.8** Police authorities will be audited by the Audit Commission. The Commission's responsibilities for looking at value for money and efficiency generally will continue to extend to police authorities.

## **Approving local plans and monitoring performance**

**4.9** Each police authority will be required to ensure that an annual costed policing plan is drawn up for its force. The police authority in turn will require

the Chief Constable to produce such a plan as the basis for deciding the budget.

**4.10** Each police authority will be required to ensure that as far as possible the plan will secure the implementation of the key objectives published by the Home Secretary. The police authority will also be required to determine and publish its own local objectives, which will reflect what local people want.

**4.11** During the course of the year the police authority will monitor the performance of the force to establish how far the goals which it has set are being achieved. It will have the power to call for reports from the Chief Constable where necessary. If the police authority is not satisfied with the performance of the force, it will expect the Chief Constable to take whatever action is necessary to secure improvements.

**4.12** The relationship between the police authority and the Chief Constable will, as now, be very important. They will need to work closely together to ensure that the Chief Constable and the police force are providing a service which meets local and national needs. As at present, the direction and control of the force will be the responsibility of the Chief Constable: the police authority will have no powers to control operational matters. But, again as at present, the authority will properly expect the Chief Constable to take account of its views on operational policy.

**4.13** The focus of the police authority's attention will be on the standards of service which the force provides. The Government expects that Chief Constables will win and maintain the confidence of their police authorities. In those rare cases where a police authority considers it necessary in the interests of efficiency, it will as at present have the power to require the Chief Constable to retire, subject to the approval of the Home Secretary.

**4.14** There will also be an important new relationship between the police authority and the Home Office. The Home Office will monitor the performance of forces in terms of the key national performance indicators. This will create a dialogue between the Home Office and police authorities who will be responsible for supplying the Home Office with information on performance, probably on a quarterly basis. This will help the Home Secretary to keep in touch with local performance, and will help police authorities to feed local policing concerns into central policy making at an early stage.

## **Working with local people**

**4.15** In future police authorities will have two key roles:

- They will act on behalf of local people as the “customer” of the service which the police force provides. This will require them *to consult* the public about the work of the police.
- They will help to build a partnership between the police and the local community by explaining what people can do to support the police in their work. This will oblige them *to involve* the public in the work of the police.

**4.16** Police authorities will have a duty to specify the level of service which is needed and to assess the results. These should be published in terms which individual citizens can easily understand.

**4.17** Police authorities will have to find out what the users of the police service want. This can be done in several ways. Police authorities outside London already have a statutory responsibility to make arrangements for obtaining the views of people in the area about matters concerning the policing of the area and for obtaining their co-operation with the police in preventing crime. There are local police consultative groups in nearly all areas which allow people to air their views directly. In addition to these arrangements police authorities will be expected to canvass local views in a variety of ways, for example by surveying public opinion. Police authorities will take account of the views expressed both through consultative groups and by other means when they come to determine the local objectives and the contents of the local policing plan for the year.

**4.18** Consultation, however, will only be one aspect of the police authority’s relationship with their local communities. The Government believes that it is equally important for people to be told how they can help the police in the fight against crime. It will expect police authorities to ensure that people have the necessary information to be able to support the police in their tasks. This partnership approach is explained further in Chapter 6.

## **Membership of police authorities**

**4.19** The Government considers that it is not helpful to have very large police authorities. Bodies with very large numbers of members can become unwieldy and unbusinesslike. Many police authorities have established complex sub-committee structures to cope with this, making the operation of the

authority and its relations with the police force too bureaucratic and time-consuming.

**4.20** The Government intends to ensure that all police authorities are of a manageable size and are able to deal with the strategic tasks of the authority without complex supporting structures. Each police authority in future will have 16 members in total.

**4.21** The Government also proposes that there should be broader local representation in the membership. The membership will not be confined to those who have been able to go into local government or to sit on the bench. In future, half of the membership will be local councillors. The other half will be made up of three local magistrates, and five local people appointed by the Home Secretary. The local councillor members and the members appointed by the Home Secretary will receive a small financial allowance.

**4.22** The Home Secretary will use his power of appointment to bring in people with relevant knowledge and experience which might not otherwise be available to the authority. Depending on the background and experience of the councillor and magistrate members, that might include people with management or financial experience. But the appointees will not necessarily be people from business backgrounds. The Home Secretary will appoint local people from a wide range of different backgrounds. The aim will be to ensure that each police authority contains within its overall membership a range of people with the experience, skills, motivation and energy which the authority will need.

**4.23** New procedures will be required for nominating the members, in particular to provide for the appointment of the local councillor members of police authorities. It will be essential to ensure that the local councillor members reflect the broad political and geographical balance of the local authorities in the relevant areas. This may not be straightforward in those police areas which cover a large number of local authorities.

**4.24** There is a range of possible methods including the following:

- (i) It could be left entirely to the relevant local authorities to decide among themselves who should serve on the police authority.
- (ii) The local authorities concerned could be required to establish some form of electoral college, which could be as large as necessary to give broad representation to each constituent local authority. The college would then

select, probably although not necessarily from among its own number, a much smaller number of people to be members of the police authority.

(iii) The local authorities could be required to nominate members, subject to a reserve power for the Home Secretary who would be able to require them to amend their nominations if they were not politically and geographically representative of the area.

(iv) After consultation with the local authorities concerned, the Home Secretary could make these appointments under a statutory obligation on him to ensure that he reflected the balance of local government in making the appointments.

**4.25** The Government has not reached a view on which of these methods would be the best and would welcome views in response to this White Paper.

**4.26** The Government proposes that magistrate members of police authorities will be chosen by the new selection panels which will be established to select members of magistrates' courts committees. Until these panels are established, the magistrate members will as now be nominated by the local magistrates' courts committees. These arrangements will ensure that police authority members continue to be nominated by representatives of all the magistrates in the areas concerned.

**4.27** The Government does not propose to establish any formal procedures for selecting those members who will be appointed by the Home Secretary. It will be important to allow the membership of individual authorities to be tailored to local needs. The Home Secretary will want to appoint people who live and work in the area and who will be able to contribute to all aspects of the police authority's work. In each authority area, suggestions from organisations or individuals who consider that a particular person would bring something of value to his or her local police authority will be valuable.

**4.28** The enhanced responsibilities of the police authority, including responsibility for ensuring the delivery of key and local objectives, make it essential that the authority should be chaired by someone able to provide effective leadership and to represent the interests of the authority at local and national levels. The Government proposes that the Home Secretary should appoint as chairman the person from among the overall membership who is best able to give that lead. In recognition of the commitment that this will involve, the chairman will be paid a salary.

**4.29** Where the police authority finds it necessary to deal with its business by formal voting, the chairman of the authority will have a casting vote to be used in the event of a tie. Special arrangements will be needed in any vote to determine the size of the precept which the authority will raise for that element of its budget provided by the council tax. One option would be to require the precept to be approved by at least five of the eight local councillor members of the police authority. The Government would welcome views on this or other possible options.

**4.30** In summary, all local police authorities in future will have:

- The specific task of working with the local Chief Constable in identifying local policing priorities and in deciding how best to fight crime.
- Autonomous status and power to run their own affairs including the setting of the budget of their force.
- Members from across the local community with all the skills that the authority needs.
- Clear responsibility for the performance of the force and clear duties to fulfil that responsibility.
- More responsibility for consulting local people in setting the local policing agenda and for keeping them informed about the performance of their local force.
- Responsibility for encouraging local people to help the police in the fight against crime.

**5.1** In future the Home Secretary will give the police service a clear steer on priorities, to ensure that the police deliver the service that people want. He will stop controlling things, such as the number of police officers, which are best left to police authorities and Chief Constables to settle locally. The steps which the Home Secretary expects police authorities to take to ensure the delivery of an effective local police service will be set out in statute.

**5.2** The Government's priorities for policing will be expressed through a small number of key objectives for policing which will provide the strategic framework within which police authorities and Chief Constables will operate.

**5.3** Each local police authority will be held clearly responsible for the performance of its local police force. If performance is poor, the Home Secretary and people living and working in the force area will expect the chairman and members of the police authority and the Chief Constable to explain why and to take whatever action is necessary to secure improvements in performance.

**5.4** Judging a force's performance cannot be a purely mechanistic process. In addition to performance information in terms of the key objectives for policing the Home Secretary will have available the reports of HM Inspectorate of Constabulary. He will be able to seek their advice to provide a rounded picture.

**5.5** The Home Secretary will, as now, have a power to call for a report from a Chief Constable on any matter connected with the policing of his area. The Home Secretary will also have a new power to call for a report from a police authority. This will reflect the police authority's enhanced responsibility for ensuring effective local policing in line with the key objectives.

**5.6** The Government expects that in practice all police authorities in their new form will be well equipped to ensure that the force provides a high quality service. Some provision needs to be made, however, for the eventuality of a police authority which is unable to meet its obligations.

**5.7** There are at present no effective sanctions against a police authority which has failed to meet its statutory duty of maintaining an adequate and



efficient force. The Government proposes to ensure that a remedy is available for such an extreme case although it may rarely, if ever, arise.

**5.8** In the highly unlikely and exceptional situation where a police authority has shown itself to be incapable of discharging its statutory duties effectively, the Home Secretary will have the necessary powers of direction to put matters right.

**5.9** In addition to setting the broad strategic framework for policing, the Home Secretary will continue to provide central guidance on a range of matters affecting policing policy and practice. This arises partly from statutory responsibilities, such as the requirement on the Secretary of State to issue codes of practice on the exercise of certain police powers under the Police and Criminal Evidence Act 1984. There are also areas where, although it is not a statutory responsibility, the Home Secretary has an important role in promoting consistency of approach between forces through national guidelines.

**5.10** The Home Secretary is also responsible for ensuring the provision of those scientific, training, information and other support needs which can best be met centrally, such as the Police National Computer or the Police Staff College. The Home Office will continue to take the lead in securing the provision of central services.

**5.11** The Home Office will also continue to encourage and support the negotiation of national supply arrangements for some police equipment. Most equipment will continue to be bought by individual forces, but real savings can be achieved by aggregating police service requirements. The Home Office has already negotiated common purchasing arrangements in relation to police vehicles, which have saved some £2.5 million in the first year. This approach will be extended to other items where further savings can be achieved.

### **Financial responsibilities**

**5.12** The Home Secretary has specific responsibilities for the funding of the police service. For provincial forces the Home Office provides 51% of all current expenditure for police purposes in the form of specific grant. The remaining 49% is provided through local government in the form of revenue support grant, non-domestic rates, and the council tax.

**5.13** At present, the Government's specific grant for policing is not cash limited: it has to meet 51% of whatever is spent by each police authority. This

means that, although central government provides the vast bulk of the funds for policing, it has very little direct say over the amount that should be spent. To compensate for this, legislation has given the Home Secretary a series of detailed controls over individual items of expenditure, particularly manpower numbers and capital expenditure.

**5.14** The Government proposes to retain a system of joint central and local funding in broadly the same proportions as now. But it believes that the people on the ground should decide the best use of resources, within an overall budget. In future, the central government contribution to police expenditure will be cash limited but the Home Secretary will give up the present unnecessarily detailed controls on manpower numbers and all but the largest capital expenditure. These arrangements are in line with the recommendations of the Audit Commission's report "Footing the Bill".

**5.15** It will be for the local police authority to decide what its annual budget should be. The Home Secretary will no longer be involved in decisions about specific elements of the budget. He will, however, wish to ensure that the police authority sets its budget at an overall level sufficient to secure effective policing. In practice the Government expects that all police authorities will do this. But in the unlikely and exceptional circumstances where a police authority sets an inadequate budget, the Home Secretary will have the power to direct the authority to ensure that adequate funds are provided.

**5.16** Once the total specific grant for policing is cash limited, a new mechanism will be needed to distribute it to police authorities. Work is in hand to develop a distribution formula to allow resources to be allocated. It will be determined in time for the allocation of cash limited grant in the financial year beginning April 1995. Arrangements will be made to ensure that no force suffers too large a change in its budget in any given year.

**5.17** These changes will allow the Home Secretary to make sure that we get the best possible policing service by putting in place a clear framework for the assessment of performance and for the control of expenditure, while allowing decisions about the allocation of resources to be made at local level.

**6.1** The preceding chapters propose a number of changes to the relationship between police forces, police authorities and the Home Secretary. The Government believes that these changes will help the police to be more effective and more responsive to what the public want. But the Government does not believe that changes of this kind can by themselves deliver the kind of society we all want to live in.

**6.2** The Government wants to see a new partnership between the public and the police. In a democratic country the police need the active support of every citizen if they are to maintain a peaceful society in which people are not plagued by crime. We cannot expect the police to cope successfully if they are left to cope alone.

**6.3** The concept of such a partnership is not new. It can be traced back to the roots of British policing. The police are not an alien force imposed by government. They uphold law and order on behalf of local communities. But this is a two-way process, and the Government believes it is time to revitalise community support for the police. We need to forge an alliance between the police and the people against crime.

### **Special constables**

**6.4** The existence of special constables is a tangible contribution by the public. There are over 19,000 special constables spread across the 43 forces in England and Wales. Current plans, supported by a recruitment campaign financed by the Home Office, are to increase numbers to around 25,000 - the equivalent of one special constable for every 5 regular officers.

**6.5** The Government has decided to increase this target to 30,000.

**6.6** The Government believes that a larger number of special constables - especially in the metropolitan areas - could help to build up an understanding on the part of the public of what the police do, and the way in which the public can support them.

**6.7** In addition, the Government believes that there is scope for much greater use of special constables in support of regular officers. Special

constables can be used to supplement regular officers in dealing with existing tasks, for example crime prevention initiatives and beat and patrol duties. They can provide cover when officers have to be diverted to deal with an emergency. In some forces they are involved in specially-targeted operations.

### **Crime prevention**

**6.8** Neighbourhood watch schemes again demonstrate how much the public can do themselves to help protect their families and communities from crime. The number of these schemes shows how much people are willing to do, if given the opportunity. There are currently over 115,000 neighbourhood watch schemes covering some 5 million households, and numbers are constantly growing. The concept has been expanded from domestic housing to include farm watch, pub watch, factory watch and others. A manual is shortly to be launched to assist co-ordinators in setting up and running neighbourhood watch schemes.

**6.9** The police service supports neighbourhood watch schemes by providing advice on how to set up schemes and assisting with administration and publicity, as well as providing information about local crime figures. A pilot project has been set up by Crime Concern, the independent crime prevention organisation, with financial support from the Home Office to introduce neighbourhood watch-type schemes into high crime residential areas.

**6.10** There are a number of steps which individuals and businesses can take to protect their property. The police are ready to help with advice on sensible crime prevention measures and crime prevention officers now undertake a much wider role in crime management. At local level, police can offer support to the public with both domestic and business surveys. There are many police initiatives such as Secured by Design, Secure Car Parks, or Operation Worker (to tackle the problem of bogus callers) which aim to make life safer for the general public.

**6.11** Crime prevention panels are usually based on a police division or sub-division and their membership is normally as widely representative as possible of the community in which they are based. Panel members may include local police officers, business people, neighbourhood watch scheme members, and representatives of the probation and education services. There are over 900 crime prevention panels in England and Wales, including more than 450 youth panels.

**6.12** Everyone should do all that can be reasonably expected of them to protect their own property. Much crime is opportunistic. If it is made difficult, criminals will be deterred. For example, the simple steps which motorists can take to help reduce the opportunities for vehicle crime were a central part of the National Car Crime Prevention Year 1992 campaign. Such action by the public will help the police, leaving them to concentrate their efforts on solving crime which has occurred.

### **Partnership with the citizen**

**6.13** Our whole system of law and order depends on the active participation of citizens. We rely on individuals to report crimes, act as witnesses and serve on juries. The police, as the public service involved in the first stage of the criminal justice process, will be able to fight crime more effectively if people are willing to help them.

**6.14** This is illustrated by the changing attitude to rape and crimes of domestic violence. The police service has put a lot of effort into treating the victims of such crimes sympathetically. The majority of forces are now equipped with specialist facilities for the reception and interviewing of rape victims. Five forces have specialist domestic violence units and another twenty three have units with a degree of responsibility for dealing with domestic violence.

**6.15** The police will make much more significant headway in fighting other types of crime if individuals are willing to come forward as informants and witnesses. The police and the other criminal justice services recognise the difficulties which this can involve. We will encourage the police to continue to provide the necessary protection for those witnesses who are particularly vulnerable to intimidation; and to make the experience of going to a police station and contacting the police less daunting. Police service charters should also include standards of service for victims of crime. Efforts are also being made to make the process of going to court less inconvenient and intimidating. The Courts Charter, published in November 1992, sets out what people can expect when they come into contact with the courts, and what to do if something goes wrong.

### **The well-informed citizen**

**6.16** People cannot be expected to act responsibly to help the police if they do not know what they should do about a crime they have witnessed or

suffered or know something about. Police forces and police authorities have a duty to inform the public in clear and simple terms how best they can support police efforts against crime without endangering themselves. The Government would like to see more effort put into this.

**6.17** As the next chapter explains, a number of police forces are bringing out charters which explain the level of service which the force aims to provide. Such charters often contain telephone numbers and contact points. The Government believes that, in addition to seeking the public's views on levels of service, police force charters should explain how people can help the police to fight crime.

### **Local strategies**

**6.18** Because an effective partnership between the public and the police is at the heart of successful policing in an open society, the Government believes that police authorities also have an important duty to inform the public of their role, as individuals, in upholding the rule of law. They will be expected to draw up local strategies for building effective partnership between local communities and the local police force.

**7.1** Police officers are acutely aware of their duty to deliver a high quality service to members of the public. The police are, and feel themselves to be, both the servants and defenders of their local communities. They know that they hold their special powers over their fellow citizens on trust. It is essential for them to retain this trust.

**7.2** For the police service, that means they must increasingly concentrate their effort on the policing tasks regarded as priorities by the society they serve, and sustain the efforts which they are already making to improve the standards of service delivered on the ground.

**7.3** For local communities, that means giving the police their full support in preventing and tackling crime. That can be both through involvement in local consultative groups, neighbourhood watch schemes, victim support or other groups; and through helping the police to bring to justice those who break the law.

### **Key objectives for policing**

**7.4** The Government believes that reductions in the levels of crime against persons and property and improved protection of the public must be the top priority in police work. Whilst the police service has a broad range of important duties, no other is as important. This must be reflected in a refocussing of policing priorities in line with the Government's key objectives for policing.

**7.5** In future the Home Secretary will publish each year a brief statement of the key national objectives for the police service which will explain clearly those things which the Government considers the police should be tackling as priority tasks across the country. This will provide a framework for the assessment of police performance. The key objectives will be set out each year in the form of a published statement from the Home Secretary to all chairmen of police authorities and Chief Constables.

**7.6** The Home Secretary will identify a small number of objectives for policing to which particular priority should be attached in the coming year.

Those key objectives, once identified, should normally stay in place for several years to provide continuity of purpose.

**7.7** Key objectives for the first period of operation, on which the Government would welcome views, could aim:

- To bring to justice those who break the law by improving primary detection rates.
- To reduce the levels of particular types of crime against persons by targeting operations on those particular types of crime.
- To work with the local community in crime prevention.
- To increase the proportion of policing time spent on patrol.
- To devolve responsibility from headquarters down to the local command level to provide better local policing and to reduce overhead costs.

**7.8** The chosen key objectives will be supported by a small number of key performance indicators - perhaps half a dozen - which will be relevant to monitoring police performance at a national level. The selected indicators must be linked to the key objectives. This will give a picture of the efficiency and effectiveness of an individual police force in relation to the Government's new policing objectives

**7.9** The Government will also expect local performance targets to be set in each of the areas covered by the key national indicators. The targets will be published. So will the results so that comparisons can be made between the performance of different forces.

**7.10** In any large organisation it is sensible to compare stated objectives with essential information about what is actually happening on the ground. But this information is not by itself enough to enable the general public to assess the performance of a complex service like the police, which faces a wide range of different tasks and demands.

**7.11** The picture provided by the key performance indicators will therefore need to be rounded out. The Audit Commission's eight performance indicators will give more information on police performance in areas of particular interest to the public. The regular force reports of HM Inspectorate of Constabulary will also provide a professional but detached view of the efficiency of each force. The Government sees a key role for the Inspectorate in advising on standards of performance and this role is described in Chapter 8. Police



authorities will also have a crucial role in setting local priorities and monitoring performance as described in Chapter 4.

**7.12** The setting of key objectives and key performance indicators will be an important new step in setting police priorities. The Government will want to consult widely before drawing them up. The aim will be to select and make known a first set of key objectives and performance indicators as soon as possible.

**7.13** Every task cannot be afforded the same degree of priority. The Government considers that it will be useful in future to define more clearly what the police service should regard as its core responsibilities and those things which are to a great extent ancillary to their main responsibilities.

### **Quality of service initiative and the Citizen's Charter**

**7.14** The Association of Chief Police Officers, in collaboration with the Police Federation and the Superintendents' Association, launched a strategy for improving police quality of service in October 1990. The strategy is based on a national commitment to a police service statement of common purpose and values, backed up by action within individual police forces.

**7.15** The strategy is to raise standards in policing, to increase public confidence in the police service by improving standards of service on the ground, and to be as responsive as possible to local expectations. It includes a clear commitment to fair and non-discriminatory treatment of all members of the public, combined with rigorous equal opportunities policies within the service itself. The strategy meant that the police service was in a good position to respond to the Citizen's Charter when it was launched in July 1991. The aim of the Citizen's Charter is to raise standards of service and make public services more responsive to the needs and wishes of those who use them.

**7.16** Many police forces have already made great strides in response to the Citizen's Charter. The growth of community policing has been extremely successful. It involves listening to the views of local residents and engaging their help in the fight against crime. Police forces are increasingly keeping officers in posts long enough to become familiar with a locality as well as making them more visible on patrol.

**7.17** Many police forces have now published their own policing charters or statements of service standards and are developing local quality of service

programmes. Three police forces - Kent, Dyfed Powys and South Yorkshire - were among the first organisations to be awarded the Charter Mark. The Government expects all forces to follow the example of the best and to publish local charters, setting out how they intend to put into practice the key Charter principles of standards, information and openness, choice and consultation, courtesy and helpfulness, redress and value for money.

## **Complaints**

**7.18** Handling complaints is an important aspect of monitoring quality of service and ensuring steady improvement.

**7.19** Serious complaints about police misconduct turn out to be substantiated in less than 7% of cases, but it is nevertheless important that they should all be thoroughly and swiftly investigated. The Crown Prosecution Service and Police Complaints Authority have agreed target timescales for handling serious cases where a full investigation is required.

**7.20** There has been a welcome increase in the use of swifter, informal procedures to resolve complaints about bad behaviour by individual officers. Over a quarter of all complaints are now resolved in this way to the satisfaction of those involved. The changes proposed in dealing with police misconduct and poor performance will make it easier for police managers to respond to minor complaints quickly and effectively.

**7.21** Leaflets are already available at all police stations explaining how complaints about misconduct by individual officers can be made. In addition the Government expects that local police charters will set out clearly how complaints from the public about service delivery will be handled.

**7.22** Every police authority will continue to have a statutory duty to monitor the way in which complaints are dealt with in its police force. HM Inspectorate of Constabulary will also continue to examine the procedures in all forces to ensure that they have effective arrangements in place.

## **Responding to local people**

**7.23** The purpose of setting key objectives, measuring performance against these objectives and concentrating on the quality of policing is to make sure that the police deliver the sort of service the public want in an even better and more responsive way. The best traditions of British policing and the objectives of the Citizen's Charter sit very happily together.

**8.1** The independent Inspectorate of Constabulary has a key role as a watchdog monitoring police performance and ensuring that standards are maintained. The Government intends to strengthen the Inspectorate and reinforce its ability to act as an independent, open and objective assessor of the quality of policing. These changes will reflect the three Citizen's Charter principles of openness, independence and the involvement of a lay element.

### Inspection

**8.2** The main statutory responsibility of the Inspectorate under the Police Act 1964 is to inspect and report to the Home Secretary on the efficiency of police forces. There are currently six regional Inspectors, each of whom has responsibility for reporting on seven or eight forces.

**8.3** Each police force is inspected annually. When the inspection is completed, the Inspector produces a report which gives an account of the force's performance and includes a judgement about whether the force is efficient.

**8.4** For the Chief Constable, the report identifies the strengths and weaknesses of the force. For the police authority, and the public whom they represent, the report identifies the successes and failures of the Chief Constable. And for the Home Secretary, it allows a judgement to be made about the overall efficiency and effectiveness of the force.

**8.5** All forces will continue to be subject to rigorous inspections. The reports of the Inspectorate will provide broad and objective assessments of police forces' performance. They will complement the information provided by performance indicators.

### Greater openness

**8.6** Inspection reports have in practice been published since 1990. These reports are readily understandable and accessible to members of the public, for example in public libraries. The Government intends to ensure the openness of the inspection process by making it a statutory requirement on the Home Secretary to publish force inspection reports. The responses of Chief Constables

will also be published. The only exceptions to this will be reports or parts of reports which it would not be in the public interest to publish because it would be damaging for security reasons or the legitimate protection of individuals. There will also continue to be a requirement on HM Chief Inspector to produce an annual published report on the overall efficiency of the police service.

**8.7** The Inspectorate at present does not have a statutory right to inspect the Metropolitan Police. Since 1988 the Inspectorate, at the request of the Metropolitan Police Commissioner, has examined and reported on some areas of that force. In future the statutory responsibilities of the Inspectorate will extend to the Metropolitan Police in the same way as to other forces.

**8.8** In addition to inspections of individual forces, the Inspectorate has a programme of 'thematic' inspections, which deal with a single theme across a number of forces. In future, these reports will also be published. As part of this programme, the Inspectorate will be undertaking in-depth reviews jointly with the Audit Commission, building on the successful and close relationship between the Inspectorate and the Commission which has been established in recent years.

### **More independence**

**8.9** The Home Secretary can require the Inspectorate to carry out such other duties as he thinks are necessary for the purpose of furthering police efficiency. The Inspectorate is an essential source of professional advice on policing matters to the Home Secretary and the Home Office. Their mix of experience and professional expertise enables them to make a significant contribution to policing policy.

**8.10** The Inspectorate also acts as a source of advice for Chief Constables and police authorities. This role, which is essentially informal, will continue to be important, particularly in view of the enhanced responsibility at local level for the production of local policing plans and for the setting of local objectives and performance targets.

**8.11** In practice the responsibilities of the Inspectorate have evolved over a number of years. The Government does not propose to change the central statutory duties of the Inspectorate, but in parallel with the clearer roles and responsibilities which will be given to the Home Secretary, police authorities

and Chief Constables, there should be a clearer and public understanding of the role of the Inspectorate.

**8.12** In future, the Home Secretary will provide the Chief Inspector of Constabulary with a clear statement of the duties and responsibilities which he expects the Inspectorate should fulfil. This document will be published.

### **A lay element**

**8.13** Although the Inspectorate has always been independent of the police service, the Inspectors in the past have been former Chief Constables. To broaden the approach of the Inspectorate and to reinforce its objectivity in assessing policing, Inspectors are being appointed who do not come from the police service. They will be joining the small team of Inspectors later in the year, and will be playing a full part in the Inspectorate's work.

**8.14** The Government will continue to recruit to the Inspectorate people with a mix of skills and backgrounds. Lay Inspectors will be particularly important in helping the Inspectorate to take on board the public's perceptions and providing fresh insight into ways in which management can be improved.

**9.1** Police officers rely on a range of services provided for forces collectively, which are generally unseen by the public but are increasingly vital to modern policing. The Government is improving these services to give better back-up to police officers on the beat. All these services are crucial to tackling crime.

### **Criminal Intelligence**

**9.2** The National Criminal Intelligence Service (NCIS) was set up in April 1992. The NCIS gathers, evaluates and disseminates relevant information and intelligence about serious crimes and major criminals of a regional, national or international nature. It has brought within a single management structure a number of existing and disparate national units operating in particular areas. NCIS has already made a significant contribution towards the fight against serious crime and drug trafficking.

**9.3** NCIS is an intelligence service not an operational organisation. Operations against serious criminal offences which transcend force and regional boundaries are handled by the Regional Crime Squads. During the past 12-18 months these squads have been internally restructured and rationalised to increase their already high operational effectiveness and to improve efficiency. To take this further and to meet the demands of increasingly large scale, organised, national and international crime, amalgamations reduced the squads in number from 9 to 7 in April this year and a further reduction from 7 to 5 is under consideration.

### **Forensic science**

**9.4** The Forensic Science Service (FSS) provides independent scientific support to the investigation of crime. The FSS examines blood, clothing or other items which may be associated with a crime and assists the police in finding evidential material. Similar support is provided for the police in London by the Metropolitan Police Forensic Science Laboratory.

**9.5** The FSS has been a Next Steps Agency since April 1991 and now aims to recover its full costs through direct charges to its customers. The changes have created a more customer-orientated business and are prompting a new

approach to the way in which police decisions are being made about the use of forensic science in criminal cases.

### **Protecting the police**

**9.6** The Government is acutely conscious of the physical danger which police officers face. In 1992 there were over 18,000 assaults on officers in England and Wales, over 900 of them serious. The Government attaches great importance to officers being properly trained and equipped to counter any violence which is directed at them. Decisions on the procurement of equipment are normally for chief officers, but the Home Office Police Scientific Development Branch plays a vital role by providing them with high quality scientific advice, based on constant testing and evaluation of a range of equipment. Recent projects include evaluation of protective helmets, flameproof overalls and stab-resistant clothing.

### **Information technology**

**9.7** Over the next few years the national element in police information technology will be substantially enhanced. National IT systems offer clear advantages in terms of enabling police forces to communicate with each other, economies of scale and direct access to national databases.

**9.8** The national computerised criminal records system, the first stage of which will become operational in spring 1994, will for the first time provide on the Police National Computer the complete details of all persons convicted or cautioned for criminal offences. This new service will make a major contribution to the detection of crime by making details of known offenders instantly available, and it will eventually serve the whole criminal justice system.

**9.9** The Police National Network will, also from Spring 1994, provide a modern telecommunications link for all forces in England and Wales, carrying their inter-force telephone and data communications and their links with the Police National Computer. This new facility will be owned and provided by a private sector supplier which will levy user charges on forces.

### **Radio communications**

**9.10** The Government has set in hand the development of a new generation of radio systems for the police and fire services. A number of issues have to be

resolved, but these new systems will, it is hoped, be introduced starting in 1998, by which time many current radio systems will be nearing the end of their useful lives and will need to be replaced. The new systems will provide more flexible and enhanced facilities.

**9.11** The Government does not believe, however, that it should be directly involved in the maintenance and provision of radio systems. The Directorate of Telecommunications (DTELS) which performs those services on behalf of the Government, is being privatised in the present financial year.

### **Funding of central services**

**9.12** Most of the services described in this Chapter are funded by the Home Office with 49% of the cost recovered from grant paid to police authorities in respect of expenses incurred. This means that the Home Office funds 51% of the cost of these central services with the balance being contributed by police authorities.

**9.13** Although the Home Secretary will continue to ensure the provision of essential central services to the police service, the recovery of the costs of these services might be achieved in future by a variety of mechanisms. Examples are direct funding by the Home Office or charging for the use of services by allowing police authorities to contract to purchase the services they need. A review is being undertaken to determine the charging arrangement most suitable for each service.



**10.1** The police force is the main building block of the police service. It is where the loyalty of individual police officers and their civilian colleagues principally attaches. It is also the level at which the statute provides for formal accountability in the shape of local police authorities. The police service will continue to be made up of a number of independent local police forces.

### **The present pattern**

**10.2** There are 43 police forces in England and Wales. There are 27 county police forces where the police force area is the same as that of the county council. There are eight combined police areas, where two or three counties have been brought together for police purposes. There are six metropolitan forces, which cover the areas of the former metropolitan county councils and Northumbria, which comprises the former metropolitan county of Tyne and Wear and the county of Northumberland. The Greater London area and some parts of the surrounding counties are policed by the Metropolitan Police Service, and the City of London has its own separate police force.

**10.3** This pattern is partly the result of historical accident and the merging of organisations which were established haphazardly over more than 100 years. It is also partly the result of re-organisations instigated by government to establish police forces which are large enough to provide an effective response to contemporary policing problems and have the flexibility to deal with varying demands. The result today is a patchwork quilt of forces of widely varying sizes and types.

**10.4** A large number of separate forces inevitably means that they duplicate facilities and headquarters structures. Every police force has a chief officer and a supporting command structure. Every independent force also needs its own means of recruiting and training officers, providing them with buildings, equipment and uniforms, and other facilities precisely because it is an autonomous organisation.

**10.5** Value for money and efficiency are fundamental to the Government's proposals for the police service. It is questionable whether 43 separate

organisations are now needed to run police operations and whether the maintenance of 43 parallel organisations makes the most effective use of the resources available for policing.

**10.6** Collaboration on policing operations which cross the borders of individual police areas is more difficult when there are many organisations involved. Technical advances over the last 30 years have made it much more important to ensure compatibility and interoperability of equipment between police forces. The larger the number of police forces, the more difficult this becomes to achieve.

**10.7** The devolution of management and operational responsibility to local level has already begun to have an impact on the internal structure of police forces and the role of police force headquarters. This is discussed in greater detail in Chapter 3. This puts the focus of police force activity very clearly at the level of local command units and changes the emphasis of headquarters from that of command and direction to one of support and co-ordination of local activity. Many forces have been able to slim down their management hierarchies. As a result, the present number and complexity of force headquarters may be unnecessary.

### **The future**

**10.8** The Government considers that for all these reasons it may be desirable in the long term to reduce the number of police forces. However, there is at present no objective basis for deciding centrally what the precise number of forces should be, nor which individual forces should be amalgamated.

**10.9** It will be very important to ensure that any police force amalgamations preserve the links with local communities and the local loyalties which are so important to effective policing. The amalgamation of police forces will also involve considerable upheaval for those affected within the police service and will involve some initial costs, even though in the course of time gains in efficiency and improvements in performance should be achieved. The Government therefore believes that any individual police force amalgamations should only take place after progress has been made with the other reforms described in this White Paper.

**10.10** The Government will encourage and support any authorities that wish to propose amalgamations in their areas. But the Government does not

propose to launch an immediate programme of compulsory force amalgamations. We would not want the energies of the police service to be absorbed in the mechanics of amalgamations at a time when they would be better concerned with implementation of the other parts of the reform programme.

### **New statutory procedures**

**10.11** The Government intends to ensure, however, that it will be possible to implement a programme of police force amalgamations in the future when the time is right. It would be unworkable to rely on the current statutory provisions relating to police force amalgamations. The experience of the 1960s shows that following those procedures would create protracted delay and uncertainty which would be very detrimental to police performance. The Government therefore proposes to simplify the statutory procedures.

**10.12** In future, the boundaries of police force areas will be determined by Orders made by the Secretary of State. The Secretary of State will use this power initially to maintain existing police force areas, subject to any changes which may be necessary as a consequence of changes in the boundaries of local government areas.

**10.13** Where in future police force amalgamations become desirable, the Secretary of State will be able to prescribe new police force areas. Where he proposes to do so, he will be required to publish his proposals and to give formal notice of his intentions to all those bodies affected. That will include the existing police authorities and the local authorities in the relevant areas. Those bodies will be given a formal opportunity to put to the Secretary of State their views about the proposals, and he will be required to take account of any representations which are made to him before proceeding. If any objections are raised, but he concludes that it would be desirable nevertheless to go ahead with the proposals, he will be under a requirement to give his reasons formally to those who have raised objections.

**10.14** These procedures will ensure that any proposals for changes in police areas are fully considered while avoiding protracted delay or uncertainty which would have a serious effect on policing in the relevant areas.

**11.1** The Metropolitan Police is nearly five times the size of the next largest force in England and Wales and has over thirteen times the manpower of the average provincial force. It faces exceptional policing responsibilities of local and national importance. It undertakes work for the police service as a whole and operates nationally and overseas in support of vital British interests. It has served London and Londoners well and is known and respected throughout the world.

**11.2** The Government believes that the existing arrangements under which the Home Secretary exercises his authority over the Metropolitan Police are unsatisfactory.

**11.3** At the moment the Home Secretary's responsibilities for the Metropolitan Police are exercised on a day to day basis by Home Office officials acting on his behalf. They have other responsibilities and cannot fulfil the new role which the Government wants for police authorities everywhere.

**11.4** The Government firmly believes that the Metropolitan Police is and must remain much more than a local police service. The national interest in its functions must continue to be safeguarded. But it also believes that many of the reforms proposed elsewhere in this White Paper would benefit London just as much as the rest of the country and ought, so far as possible, to be applied there.

#### **New police authority arrangements**

**11.5** The Home Secretary intends that a new body to help him oversee the performance of the Metropolitan Police should be established outside the Home Office. It is not proposed that there should be a police authority in the same way as those for other forces. Because of the special national interest in the work of the Metropolitan Police, both in policing the capital and because of its wider role, for example in combating terrorism, all the members of the new body will be appointed by and directly accountable to the Home Secretary. He will, as now, answer to Parliament for his responsibilities.

**11.6** The new body will have no more than 16 members and probably fewer. The Home Secretary will ensure, when appointing the members, that they bring

with them an ability to hold the Metropolitan Police to account on his behalf and on behalf of Londoners. The new body will support both the Home Secretary and the Commissioner as they work towards improving the effectiveness of the Metropolitan police in challenging crime on the streets of the capital.

**11.7** The Home Secretary will require the new body to assist him in:

- setting the budget;
- approving and publishing a costed plan for policing which reflects both key and local objectives;
- monitoring the performance of the force;
- holding the Commissioner to account for the delivery of the agreed objectives; and
- publishing annual performance results in a form which will allow them to be compared with the performance of forces elsewhere.

**11.8** Under the present arrangements local views about London policing are considered in 41 local consultative groups established under section 106 of the Police and Criminal Evidence Act 1984. There are regular meetings between the Home Secretary and London MPs about the Commissioner's Corporate Strategy and meetings with the local authority associations to discuss financial matters. There is also an annual debate in Parliament about policing London, supplementing the Home Secretary's day to day duty to answer Parliamentary Questions about the Metropolitan Police.

**11.9** The Government believes that these arrangements should continue in partnership with the new body. Consultative groups are a valuable link with local London communities. The new body will be required to take account of the views expressed through the consultative arrangements when they come to consider the local objectives and the contents of the London policing plan. That way Londoners will be able to make their voices heard.

**11.10** As proposed in Chapter 8 the statutory responsibilities of HM Inspectorate of Constabulary will extend to the Metropolitan Police.

### **The leadership of the Metropolitan Police**

**11.11** The Metropolitan Police is led by the Commissioner of Police for the Metropolis, who is directly appointed by the Sovereign on the advice of the

Home Secretary. The Assistant Commissioners are appointed in the same way. The post of Commissioner is nationally important, with ultimate professional responsibility for almost a quarter of the entire police strength of England and Wales. He and his top staff direct a significant range of national and international responsibilities, extending well beyond the local interests of the Metropolitan Police District.

**11.12** It is right that these major posts should be Crown appointments. But the Government considers that in future advice to The Queen about such appointments ought to take specific account of the views of the new body and, for Assistant Commissioners, of the views of the Commissioner as well. With these exceptions the Government intends that Metropolitan Police appointments and related disciplinary matters should be treated so far as possible in the same way as for other forces.

### **The Receiver**

**11.13** The Receiver for the Metropolitan Police District has a unique position within the policing arrangements for London. The Receiver nowadays functions for most practical purposes as the senior civilian adviser to the Commissioner. He is responsible for financial matters, the management of property, and effectively for employing civil staff. In this way the Metropolitan Police has already achieved the integrated management of police officers, civil staff and other matters which the Government wants to see in provincial forces (see paragraphs 3.6 3.13).

### **Boundaries**

**11.14** The boundaries of the Metropolitan Police District (MPD) take in Greater London (excluding the City of London, the Inner and Middle Temples) and certain parts of the counties of Essex, Hertfordshire and Surrey bordering on it. They are determined by Parliament.

**11.15** There has been public comment and representations questioning both the extent of the MPD's boundaries and the position of the City of London. The Government has already made clear its intention not to embark on compulsory force amalgamations at this stage. But it remains willing to consider on their merits individual cases for adjustments to the boundaries of the London forces if these can be shown to be compelling on operational and efficiency grounds. It would welcome comments from members of the public and others who receive this White Paper.

**12.1** The changes outlined in the preceding chapters will:

- Give police authorities the key role in securing a policing service which responds to local needs, notably the fighting of crime.
- Help build a new partnership between the police and the public, again with police authorities playing a key role locally.
- Provide a coherent framework for the efforts of the police service as a whole through the setting of key objectives.
- Give police managers more freedom to manage their resources to deliver what is wanted.
- Provide the modern technical back-up which the police service needs to combat crime successfully.
- Produce more effective police authority arrangements for the Metropolitan Police.

**12.2** The Government believes that the proposals described in this White Paper will enable the police service to go forward into the twenty-first century in partnership with the public. It believes that only by working together can the police and the public create and sustain the kind of country we all want to live in.









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