



Home Office

# **PROTECTING THE PUBLIC: SUPPORTING THE POLICE TO SUCCEED**



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

December 2009

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# Foreword by the Home Secretary



## FOREWORD BY THE HOME SECRETARY

British policing remains the envy of the world. Cutting edge professionalism draws on an ethos and an integrity forged over nearly two centuries of service. Every day members of the police

service show the highest skill and determination in tackling crime and keeping our communities and nation safe. I know all too well that this can demand great personal courage – and sometimes great personal sacrifice. We owe the police a continuing debt of gratitude. We owe them too the help they need to meet the public's expectations to the full.

Last year my predecessor Jacqui Smith set out a radical reform programme designed to put the public's priorities at the heart of policing, at every level from the neighbourhood to the national.

In my time as Home Secretary I have made clear my personal commitment to working with the service to drive forward these reforms, maximise the benefits for the public and remove any remaining obstacles to success. This White Paper marks great progress and maps out the next steps.

Significant and continuing investment in police numbers, technology and training; the growing impact of Neighbourhood Policing; the greater responsiveness symbolised by the new Policing

Pledge; more effective collaboration between forces and with partners on everything from anti-social behaviour to serious organised crime and counter terrorism; clearer leadership, less bureaucracy and more front line discretion: these changes are all creating a golden moment of opportunity for the police and the public. Together we have locked in the significant falls in crime over the past decade; together we are starting to see the improvements in public confidence we have put at the heart of our agenda. These are great achievements, and they leave the service well-placed to meet the developing challenges ahead.

Of course, there is always more to do to realise our vision for policing in the years ahead. This White Paper looks particularly at four continuing challenges.

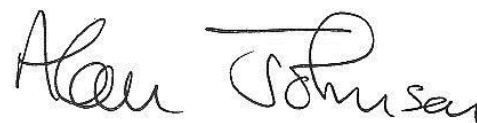
First, I am absolutely clear that the public want anti-social behaviour to be tackled, not tolerated. The Government sets out here the action we are taking to ensure that the police and their local partners work together powerfully, with the right tools and information, to prevent anti-social behaviour and support its victims well. This fits well with the wider thinking in the White Paper about how we can bring the police and their many partners – most critically, local authorities and the other parts of the criminal justice system – together more effectively, with less bureaucracy and more impact, to focus on prevention and strengthening communities.

Second, we need to work even harder to ensure that the public know their entitlement to clear standards of service, know how to make their voice heard and shape local policing priorities, and have the timely local information on performance they need to judge progress. We are ensuring that front line officers have the time, confidence and discretion to get things right first time, and make amends quickly and informally when mistakes are made – with clear avenues of redress where the public remain dissatisfied. Here and more generally Police Authorities have an important role to play. I am very grateful to the former Home Secretary David Blunkett for his recent report on how Police Authorities could increase their public impact and strengthen their links with local councils, without the risks structural upheaval would bring. Our proposals here have benefited greatly from his contribution.

Third, a more challenging financial climate in the years ahead demands more urgent and radical action to squeeze out unnecessary costs, raise productivity and ensure that we continue to focus on front line delivery. The White Paper sets out a wide ranging programme to drive national and regional procurement, reduce overheads, improve benchmarking information and strengthen commitment to collaboration between forces and voluntary mergers where appropriate. This has to be a priority for us all. Slashing bureaucracy at all levels is of course key to saving money and helping the front line focus on what really matters. We have made real progress here over the past year. Jan Berry's latest report offers fresh insights for central government, Police Authorities and forces themselves on how to go further. I am delighted that this White Paper enables us to respond systematically to her important work as independent advisor.

Fourth, this White Paper endorses the guiding principles and style of policing championed in Her Majesty's Inspectorate of Constabulary's recent report *Adapting to Protest: Nurturing the British Model of Policing*, and sets out our commitment to work with the Service to take forward the report's recommendations.

In all these areas and more this White Paper has benefited from open and constructive discussion with the police service and its partners. I am determined that we will continue to work together to create the service the public want – professional, responsive and grounded in communities. The achievements of the past decade give us much to build on. The next steps in the reform programme set out in this White Paper will help ensure that the police get the support they need as well as the credit they deserve, and strengthen further public confidence in this key service. I look forward, with my Ministerial colleagues, to playing my part in helping the police to succeed.



**ALAN JOHNSON**

# Executive Summary

## OUR VISION FOR POLICE REFORM

The demands made on modern policing are more complex than ever. While their fundamental objective – to protect the public from crime – remains unchanged, new challenges have emerged, such as the growing sophistication of international crime networks, and the rise of global terrorism. Similarly, though they remain the frontline public service for protecting the public in emergency, we are increasingly expecting the police to focus on prevention, to work with partners in tackling the problems which undermine communities, and to provide visible reassurance to the public.

Over the next five years, these challenges will need to be met within the context of a much tighter fiscal environment. Alongside other frontline public services, the police will need to be able to demonstrate, more than ever before, that every pound spent delivers the greatest possible value for the public.

This White Paper will build on the reforms laid out in last year's Green Paper – which put the public at the heart of policing, and moved away from top-down targets towards a focus on public confidence and more serious crimes – combining this with a clear plan for improving the efficiency and productivity of the police over the next five years.

Our reform agenda is based on four principles:

1. citizen focused – responding to the issues that matter to local people
2. national standards – with clear levers to improve performance
3. empowering professionals – giving the police more freedom, in return for national standards and stronger accountability
4. value for money – doing whatever it takes to deliver maximum efficiency and productivity

## BUILDING ON A RECORD OF SUCCESS

Following the reduced investment and historically high crime rates of the mid 1990s, the key first step was to provide the much needed additional resources to equip the police with the necessary staff and facilities to deliver a high quality service to all. Central government spending on the police increased by 58% (19% in real terms) between 1997/98 and 2008/09. This investment, together with the money contributed locally through the police precept, has delivered 16,000 more police officers than there were in 1997. Since 2006, the number of police personnel dedicated to counter-terrorism work has grown by over 70%.

Police Community Support Officers (PCSOs) were created in 2002 to help the police engage with local communities, provide visible reassurance and tackle anti-social behaviour.

Every area in the country now has its own neighbourhood policing team – more than 3,600 across the country – representing a fundamental shift in the police's ability to reach out to local communities and respond to their concerns.

These additional resources were matched with a series of reforms – from the establishment of Crime and Disorder Reduction Partnerships/Community Safety Partnerships (CDRPs/CSPSs) in 1998, which helped to bring together the police with local authority partners in tackling crime locally, to the Respect taskforce and the introduction of Anti-Social Behaviour Orders (ASBOs), to continual development of DNA testing, to the launch of the Serious Organised Crime Agency. Government has continued to work with the police to address new emerging challenges and threats – from terrorism, to serious organised crime, gun and knife crime, streetcrime and burglary and robbery.

To ensure that the additional investment was used to greatest effect, the Government initially focused on driving up standards through better performance management and stretching performance targets. That was the right approach at the time and we make no apologies for it.

According to the British Crime Survey (BCS) – the most reliable consistent measure of long term crime trends since its introduction in the 1980s – there has been since 1997 a 36% reduction in overall crime, a 41% reduction in violence, a 54% reduction in domestic burglary, and 57% reduction in vehicle-related theft. The most recent BCS figures confirmed that we now have the lowest murder rate for over 20 years, and that local confidence in the police is rising.

However, we recognise that top-down targets can only go so far.

That is why the 2008 Policing Green Paper<sup>1</sup> set out to fundamentally rebalance the relationship between Government and the police, with a new single target for public confidence replacing all previous central targets, enabling the police to focus on the issues that are of prime concern in local communities. Building on the work of Sir Ronnie Flanagan's *Review of Policing*<sup>2</sup>, the Home Office has simultaneously taken measures to reduce red tape and free up the police. Sir David Normington's *Data Burdens Review*<sup>3</sup> significantly reduced the amount of information collected by the Home Office from forces. Jan Berry, former head of the Police Federation, was appointed as the Independent Reducing Bureaucracy Advocate to advise Government on what more could be done to reduce red tape and unnecessary bureaucracy – her report is published alongside today's White Paper.

In return for the reduction of top-down targets, the Government with the police set out the core national minimum standards the public could expect from the police and a stronger right for the public to have a say in shaping local policing priorities. All Chief Constables have signed up to their Policing Pledge to the public, and are driving its delivery within their forces. The Policing Pledge sets out for the first time a clear set of standards people can expect from the police, including minimum response times; minimum time on the beat and monthly beat meetings where local priorities are agreed.

The Strategic Policing Priorities that the Home Secretary intends to set for 2010/11 will focus the police on delivering the confidence target and

<sup>1</sup> Home Office (2008) Green Paper – *From the Neighbourhood to the National: Policing Our Communities Together*. London: Home Office [http://police.homeoffice.gov.uk/publications/police-reform/Policing\\_GP](http://police.homeoffice.gov.uk/publications/police-reform/Policing_GP)

<sup>2</sup> Sir Ronnie Flanagan (2008) *The Review of Policing: Final Report*. London: Home Office <http://police.homeoffice.gov.uk/police-reform/flanagan-police-review>

<sup>3</sup> Sir David Normington (2009) *Data Burdens Review*. London: Home Office <http://police.homeoffice.gov.uk/publications/police-reform/data-burdens-review.pdf>



working in partnership to reduce and prevent crime and anti-social behaviour, and the problems caused by drug and alcohol misuse and youth offending. They will also include the need to deliver effective protective services such as serious organised crime, be a part of work across the criminal justice system to provide an effective criminal justice response that prioritises the needs of victims, and to make the best use of resources.

### RESPONDING TO THE CHALLENGES OF THE FUTURE

Now that neighbourhood policing and the Pledge are in place in every area, the next stage is to ensure local people are aware of, and empowered to take advantage of, the new entitlements to minimum standards of service, and to entrench stronger rights for victims of crime and anti-social behaviour. So we will:

- continue to raise awareness and understanding of the Pledge and the standards the public can expect through the Justice Seen, Justice Done campaign
- introduce champions for victims of anti-social behaviour, ensure CDRPs/CSPs and forces deliver agreed standards for tackling anti-social behaviour, and strengthen protection for victims of anti-social behaviour, especially repeat victims
- support forces to develop patrolling strategies which maximise visibility and public engagement

We are committed to building on the introduction of neighbourhood policing and monthly meetings by increasing the ability of local people to shape policing priorities and hold the police to account. We oppose the introduction of elected police commissioners, because we believe they will undermine the operational independence of policing. However we will continue to find new ways for local people to have greater power to shape policing priorities in their area, for example by:

- requiring Police Authorities to nominate a lead member for each Basic Command Unit (BCU), or equivalent local command unit area, and enabling members of the public to sit on the local authority committees which hold CDRPs/CSPs to account
- continue to develop the new national crime mapping service, which enables anyone to type in their postcode and get accessible, regular and user-friendly information about crime in their area, what action police are taking and what is happening to criminals who are caught – informing their engagement with their neighbourhood team or Police Authority

We understand the police cannot cut crime and anti-social behaviour alone, and this White Paper sets out how we will continue to support effective partnership working with local authorities and other local agencies, including by:

- promoting approaches to simplifying and strengthening partnership working, such as aligning budgets and joint commissioning, in at least ten local areas
- giving the public a say in crime reduction measures in their area, including CCTV
- supporting further implementation of integrated offender management, bringing together police and probation services to grip the most prolific offenders and turn them away from crime

Our priority will continue to be supporting the police to deliver the highest quality service to the public first time around. However, we want people to know how to complain or seek redress where their local force, neighbourhood team, local authority, prosecutor or court is not listening to their concerns on crime or anti-social behaviour. So we will:

- ensure that the public have ready access to clear information from every force and Police Authority on how to raise concerns and make

complaints, both with front line officers and escalated to senior level if necessary

- promote HMIC's new Police Report Card on each force's performance, supported by more detailed information for the public at a more local level, including the level of the Basic Command Unit, which will allow the public to compare how the service they receive compares to other local areas
- ensure local forces hold regular public meetings several times a year – and give the public the power to request extra meetings if concerns and complaints are not resolved locally
- enable the Independent Police Complaints Commission to uphold complaints even where there has been no individual misconduct, and make recommendations to forces and police authorities

In addition to responding to local concerns, the primary objective of the police will continue to be protecting the public. This White Paper will continue to support the police in responding to new challenges and threats by:

- setting out clear principles for the policing of public protests
- driving greater and more consistent collaboration between forces and Police Authorities
- implementing a specific capability for tackling organised crime in four new regions
- encouraging voluntary mergers between forces and Police Authorities where this would be in the public interest

While protecting the entitlements of the public that are set out in the Policing Pledge, we will step up our efforts to drive value for money and improve efficiency and productivity by:

- legislating to reduce the paperwork involved in completing stop and search encounters, whilst challenging forces and Police Authorities to remove locally created bureaucracy
- ensuring each force rigorously assesses local policing need, and matches its workforce to meet it, revising shift patterns to deliver at the right times for the public
- saving at least £70m per annum by 2013/14 through more effective deployment and more robust internal management of police overtime, and at least £75m per annum by 2013/14 by rationalising back-office support services
- requiring all forces and Police Authorities to procure prescribed goods and services from national procurement frameworks, including a standard 'beat car' for all forces to use and a single national uniform for police officers
- rolling out a national framework for process improvement, based on Operation Quest, which has harnessed the knowledge and experience of police officers to reduce waste
- providing benchmarking information on IT approaches, working towards a single national police IT infrastructure, and ensuring mobile data devices are being used effectively and that there is more consistency in usage and functionality

We admire the quality and dedication with which the police serve the public – we know that they often have to act with courage and put themselves in harm's way in order to tackle crime at all levels and make communities safer. We know that they are dedicated to making a difference and doing the best possible job for the public. The combination of the reforms outlined in this White Paper will enable the police to build on the successes of the last decade, equipping them with the tools they need to meet the increasingly complex challenges they face, whilst ensuring they are responsive to the public and able to respond to their concerns and build their confidence in the police at local and national level.

# **Part One**

Putting the public  
at the centre of  
policing









# Chapter 1

## Clear entitlements for the public

### We will immediately...

1. Introduce 'champions' for victims of anti-social behaviour in the 85 Pioneer areas by March 2010.
2. Launch a new Equality, Diversity and Human Rights Strategy to help the police service ensure it has the trust and confidence of all communities, and it reflects the communities it serves

### Over the next 6 months we will...

3. Set minimum service standards so the public are clear what they are entitled to from criminal justice agencies
4. Ensure Crime and Disorder Reduction Partnerships and Community Safety Partnerships deliver agreed standards for tackling anti-social behaviour
5. Promote the use of gang injunctions to protect witnesses and communities from intimidation
6. Introduce at least ten Neighbourhood Agreement Pathfinders to empower the public to determine how their issues are tackled
7. Introduce a new case management system to protect victims of anti-social behaviour
8. Develop a nationally recognised standard of risk and threat assessment for victims and witnesses
9. Launch a new £15m fund to tackle anti-social behaviour in social housing through expanded Family Intervention Projects
10. Publish a new safe and confident neighbourhood strategy, ensuring that neighbourhood policing teams are fully integrated with the wider policing response and other community safety and justice partners and providing a joined-up response to anti-social behaviour
11. Publish a Community Safety Accreditation Scheme Employers' Guide to ensure we are making the most of all those who contribute to keeping neighbourhoods safe
12. Invest £2.5m to accelerate neighbourhood partnership approaches in areas where public confidence is low in dealing with crime and anti-social behaviour

**In the next Parliament we will...**

13. Set a further ambition on the confidence target beyond 2012
14. Mandate procurement of a distinct single national uniform for PCSOs to be in place by 2012 to make them a highly visible and instantly recognisable presence across England and Wales
15. Ensure PCSOs have the right tools to tackle anti-social behaviour by adding two new discretionary powers
16. Evaluate Neighbourhood Agreement Pathfinders with the intention to roll out nationally if evaluation is successful

## SUMMARY

The 2008 Green Paper set out our intention to put the public at the centre of policing with a clear set of public entitlements, less bureaucracy, more visible policing and a clear focus on improving public confidence.

We know that providing clear minimum standards of service through the Policing Pledge, and making the police more responsive, are key in meeting public expectations. But we also recognise that tackling the crime and anti-social behaviour that can affect public confidence is not just a job for the police. In this Chapter we set out some of the entitlements for the public that we expect the Service and its partners to deliver on, including:

- clear and high standards of service from all agencies responsible for keeping them safe and ensuring that justice is done
- a well founded expectation that those agencies are working on the side of victims
- that crime and anti-social behaviour will be tackled and not tolerated; so that the public are kept safe and can feel safe in their neighbourhoods

## CLEAR AND HIGH STANDARDS OF SERVICE FROM ALL AGENCIES

- 1.1 We want the public, wherever they live in England and Wales, to be confident that anti-social behaviour and crime in their area

are being tackled. We want them to know that the police and other local services are on their side and will be there for them when they need them.

- 1.2 Over the last year, the police service has made great strides towards delivering this vision. Forces are more visible, accessible and responsive to local communities than ever before. Public confidence is already increasing. Figures recently published show that 50% of the public responding to a British Crime Survey question are now confident that the police and local council are dealing with the anti-social behaviour and crime issues that matter most in their area. This is encouraging progress towards the new public confidence target – the only top down numerical target the Government now sets individual forces. It places forces and Police Authorities collectively well on course to meet the national target of 60% public confidence by 2012. **Over the next year we will consider the right level of ambition for this target beyond 2012 and through to the end of the next Parliament to ensure we keep up the pace on improving public confidence.**

- 1.3 One of the major reforms of the 2008 Green Paper was the introduction of the Policing Pledge, setting out national minimum standards of service the public are entitled to expect from the police. The introduction of the Pledge in all 43 forces has been a significant

achievement, and is already changing the ways the Service thinks and works. However, we know that there is still more to do to ensure that the public are aware of the Pledge, what it means to them in practical terms and to ensure that it is being delivered consistently. Earlier this autumn Her Majesty's Inspectorate of Constabulary (HMIC) inspected every force on the delivery of the Policing Pledge in their area, based on the public perspective. HMIC's national report 'Delivering the Policing Pledge'<sup>4</sup> made clear that whilst forces have made good progress, some are doing much better than others.

1.4 **We will, alongside our Association of Chief Police Officers (ACPO), Association of Police Authorities (APA), HMIC and National Policing Improvement Agency (NPIA) colleagues, support forces and Police Authorities to improve further delivery of the Policing Pledge.** HMIC will support us to do this by re-inspecting forces that received a 'poor' rating on any individual component of Pledge delivery, as well as those that were positioned on the 'poor/fair' cusp. HMIC also intend to check progress on those areas of Pledge delivery that the majority of forces are not yet delivering consistently – including redress, and keeping victims informed.

1.5 Evidence shows that people who are informed about what they can expect from the police are almost twice as likely to have confidence in them.<sup>5</sup> That was one reason for introducing the National Crime Map,<sup>6</sup> which the public can use to see crime rates in their area. In addition, the Justice Seen, Justice Done national marketing campaign

has contributed to a doubling of public awareness of the Pledge, by raising the profile of Pledge commitments around visible policing and contact on the public's terms. We recognise there is more to do to meet the appetite of the nine in ten members of the public who believe that there should be consistent minimum standards for policing across the country. This includes the business community, who are critical to building communities, and who should always be considered when engaging with the public. **We will continue to raise awareness and understanding of the Pledge and the standards the public can expect through the Justice Seen, Justice Done campaign. This will include targeted activity in key areas such as a leaflet drop to six million homes explaining the rights available to people through the Policing Pledge and the wider criminal justice system.**

1.6 A key element of the Justice Seen, Justice Done campaign has been the launch of a new portal, [www.direct.gov.uk/localcrime](http://www.direct.gov.uk/localcrime), providing a single route for the public to search by their postcode for local contact details and information from across the criminal justice system. The information available includes:

- details of neighbourhood policing teams and local crime maps
- contact details for help dealing with local anti-social behaviour problems
- what support is available to victims of crime
- where to find your local courts to see justice in action and

<sup>4</sup> HMIC (2008) *Delivering the Policing Pledge: Early Findings*. London: <http://inspectors.homeoffice.gov.uk/hmic/inspections/thematic/policing-pledge>

<sup>5</sup> Home Office polling, forthcoming (unpublished)

<sup>6</sup> NPIA Local Crime Mapping, <http://maps.police.uk>

- how to nominate projects for criminals to work on as part of Community Payback.
- 1.7 Maintaining the public's confidence that issues of crime and anti-social behaviour are being tackled goes further than the service that they receive from the police. The police play a crucial part in contributing to improving public confidence in the fairness and effectiveness of the criminal justice system. Too often the public experience of the criminal justice system is that partner agencies do not work together as a whole – and ultimately, that can affect public confidence. The public want to be able to find out what happens to offenders following arrest, and how the police and probation service are really working to cut re-offending. The roll out of neighbourhood policing and the Pledge make an excellent start, particularly where these align with Local Area Agreements on public confidence and anti-social behaviour. However, we will **build on the introduction of the Policing Pledge to ensure that the public know the standard of service they can expect to receive from the police and the other key agencies to keep them safe and ensure justice is done.** We will do this at the national, local and neighbourhood level.
- 1.8 Nationally, **by March 2010, we will have in place a clear criminal justice system 'offer' which sets out the existing national standards of service that the public can expect to receive from the criminal justice system as a whole, no matter where they live in England and Wales.** We will support all Local Criminal Justice Boards (LCJBs) to communicate this locally.

### Making clear the criminal justice system offer

In recent years criminal justice agencies have responded positively to calls for the development of minimum standards of service to the public. Many of them have already made a number of commitments notably through the Policing Pledge, the statutory Code of Practice for Victims of Crime and the Witness Charter. Each represents – in its own right – a significant improvement in the standards of service the public can expect to receive. But the service standards they contain have tended to develop separately, rather than systemically, and the result can be confusing for the public. We will build on the progress of recent years by bringing them together into a comprehensive offer from the criminal justice agencies to the public which is clear, accessible in one place, and focused on quality of service, timely provision of information and redress.

- 1.9 We want local areas to go further than the existing minimum standards wherever possible. **Over the next year we will task all LCJBs and CDRPs/CSPs to come together and examine the standards of service they are offering to their communities across the crime, anti-social behaviour and justice agendas** and to consider how they could go beyond the minimum national standards to meet local priorities and deliver services in the most efficient and effective way.



## London Criminal Justice Board Case Study

Considerable progress has been made in improving the performance of the criminal justice system in London through focusing on strong partnership working across all agencies. London currently has the highest public confidence rating of any metropolitan area in England and Wales.

The London Criminal Justice Board is ambitious to improve further the performance of London's criminal justice system and already has a significant programme of activity underway.

The London **'Springboard'** sites, covering four boroughs (Greenwich, Lambeth, Lewisham and Southwark) will be introduced early in 2010. These will test and assess the impact of bringing together the work of all London's criminal justice agencies to tackle key issues, especially increasing efficiency and effectiveness, reducing re-offending and raising public confidence.

The key strands to this will be:

***Increasing efficiency and effectiveness*** – subject to further consultation with the judiciary and other stakeholders, a new performance framework will be piloted aimed at driving up greater efficiencies through speeding up the end-to-end criminal justice process and cutting out any duplication of activity. It is anticipated that the Virtual Court would be central to this together with the further development of the technology associated with it to enable swifter charging decisions and improved electronic sharing of case information.

***Reducing Re-offending***– work will be done to ensure that any interaction an offender has with the criminal justice system contributes to keeping the public safe and prevents re-offending. The Board believes an effective criminal justice system invests in preventing re-offending in order to decrease the volume of business entering the system. The Board's ambition is to develop an end-to-end Comprehensive Offender Management model for London.

***Confidence*** – we will increase public confidence by improving the efficiency and effectiveness of the criminal justice system and by communicating this better to the public. We will focus on four priorities to drive up public confidence:

- enhancing Safer Neighbourhood Panels to meet the requirement for Citizen Panels
- developing Community Impact Statements to give courts information about the impact crime is having on the community
- providing information on sentencing outcomes tailored to local need through a range of media
- reporting on performance and delivery against published standards, including Neighbourhood Agreements

1.10 Locally, we will ensure that areas are providing an enhanced offer on anti-social behaviour. Nearly all areas are already prioritising anti-social behaviour with 99% of local areas having at least one anti-social behaviour related indicator. However, in order for the public to hold police and partners to account they need to know their entitlements from local partnerships.

**To support this, we are challenging all**

**CDRPs and CSPs to provide a minimum set of standards on anti-social behaviour by March 2010.**

These will make it clear what services and support the public are entitled to and who should be delivering them. The standards will be agreed locally but will include commitments such as providing a single point of contact for reporting anti-social behaviour, keeping people informed of progress and offering support and practical help to victims.

- 1.11 At the neighbourhood level, we will build on the experience of the Department for Communities and Local Government (CLG) in developing work on community contracts (across a wide range of services, including keeping streets clean and promoting healthy living). **We will introduce Neighbourhood Agreement Pathfinders across England and Wales focused specifically on the community safety and justice agendas, including tackling anti-social behaviour.** Delivered in partnership with CLG, Neighbourhood Agreement pathfinders will provide a way for communities and local partnerships to discuss, negotiate and agree the additional standards of service over and above the national offer that are provided in their area across the community safety and justice agendas, particularly against identified local priorities. Importantly, they will empower the public to have a say about how issues in their area could best be tackled (for example they will provide a mechanism for discussing whether there should be more or less CCTV in their area as part of how it is kept safe) and will encourage members of the public themselves to share responsibility with local services. We will invite bids for areas to become Neighbourhood Agreement pathfinders by the end of this year, supported by joint Home Office/

CLG funding. The pathfinders will commence in at least ten areas by March 2010 and will be robustly evaluated and if successful will be rolled out nationally.

**Case study: Neighbourhood Agreements in action**

The Oldham 'Peace and Quiet Agreement' has led the way on enhanced local standards in relation to tackling crime and anti-social behaviour. Established in 2008, the Agreement was introduced to demystify those services working in the local community on these issues. It aims to support the police by channelling residents to the correct emergency and non-emergency numbers and to help people understand the purpose of neighbourhood policing. Working alongside the community, agencies in the area have revisited the way they set local priorities and deliver their services. Throughout the process the community has taken an equal role in the work, which has instilled a responsibility in everybody to improve local services in other areas too. Not only have local people been given a sense of purpose to support their own community and their neighbours in reporting crime and anti-social behaviour, but residents involved in the scheme report a reduced fear of crime, vastly improved relationships with the local PCSOs and a significant increase in their perception of police visibility in the area – all with no extra resources required.

- 1.12 To meet the commitment made in *Building Britain's Future* that communities in all areas can have a say in CCTV, we are taking further steps. In early 2010, we will publish guidance on the key aspects of CCTV which contribute to neighbourhood safety and how best to engage with local people on applying that guidance. The aim is to

make sure that the location and use of CCTV supports delivery of local priorities in tackling crime and raising public confidence.

- 1.13 The feedback from local people will be used to assist in monitoring implementation of the National CCTV Strategy. The strategy aims to improve standards on the location and use of CCTV and on raising public awareness and understanding of CCTV. This will include enhancing the ability for the individual to raise concerns or complaints about the location or the ineffective use of CCTV in their area and to have those concerns taken into account.

## A WELL FOUNDED EXPECTATION THAT ALL AGENCIES ARE ON THE SIDE OF VICTIMS

- 1.14 Victims and witnesses rightly expect the highest possible standards of service from the police and the wider criminal justice system. The Government is committed to rebalancing the system, so that the needs of victims are prioritised by everyone who works in the criminal justice system.
- 1.15 The police service has been in the vanguard of reforms to improve support to victims. National standards have been introduced to improve the way that calls to the police are dealt with and the Policing Pledge commits the police to supporting victims and keeping them informed. Working in partnership with the Crown Prosecution Service, the police service has introduced over 150 joint Witness Care Units to support victims and witnesses whose cases go to court. The police service has also
- taken on new legal duties to support victims under the Code of Practice for Victims of Crime, introduced in April 2006.
- 1.16 The police service has also taken significant steps to improve the experience of victims of very serious offences. Specialist domestic violence courts provide a multi-agency approach to support victims, and enable all agencies – including the police – to work together to bring perpetrators to justice and prevent further violence. The Home Office and ACPO are working together to help every police force ensure that all rape victims are seen by a specially trained officer within an hour of reporting the rape, and by 2011 there will be a Sexual Assault Referral Centre in every police force, providing essential medical care and counselling for victims, and the means to assist any police investigation.
- 1.17 Victim satisfaction with the police has increased – 83% of victims of crime now say they are satisfied with their experience of the police.<sup>7</sup> However, despite this only 36% of the wider public are confident that the criminal justice system meets the needs of victims. As Sara Payne’s recent report, *Redefining Justice*,<sup>8</sup> has made clear, there is still further to go in ensuring victims consistently receive the level of service to which they are entitled.
- 1.18 HMIC’s recent thematic inspection of the Policing Pledge found variations in the standard of service. Victims of crime are entitled to be offered the chance to make a victim personal statement (VPS), setting out the impact the crime has had on them.

<sup>7</sup> Police user satisfaction surveys, England and Wales, 12 months to March 2009: [http://lcbj.cjsonline.gov.uk/ncjb/perfStats/satisfaction\\_p.html](http://lcbj.cjsonline.gov.uk/ncjb/perfStats/satisfaction_p.html)

<sup>8</sup> Sara Payne (2009) *Redefining Justice: addressing the individual needs of victims and witnesses*. London: Ministry of Justice. <http://www.justice.gov.uk/publications/docs/sara-payne-redefining-justice.pdf>

A VPS can provide information for prosecutors to take into account when making charging decisions, and for judges and magistrates when making sentencing decisions. However, in 2008/09 only 41% of victims remembered being offered the opportunity to make a VPS.<sup>9</sup>

- 1.19 As the recent tragic case of Fiona and Francessca Pilikington highlighted, anti-social behaviour can have a serious and traumatic effect on people. The public therefore need to have confidence that incidents will be dealt with swiftly and effectively and that services meet locally agreed standards. A poor response to victims of anti-social behaviour can be characterised by victims feeling they have simply been passed from pillar to post, caused by a failure of proper inter-agency working. Victims should expect that local agencies get their response to anti-social behaviour right first time. Set out below are the measures we are introducing to ensure this is the case.
- 1.20 We will consult on the remedies that should be available to victims if local agencies fail to act within the time frame set out in the local minimum service standards, which we have challenged all CDRPs/CSPs to have in place by March 2010.
- 1.21 This consultation will include considering whether a measure ought to be introduced whereby repeat victims, on producing appropriate evidence of incidents and a lack of action over a specified period of time to an independent person (eg victim champion or accredited solicitor) could be automatically entitled to legal support (recharged to the relevant local agency, depending on circumstances) in order to pursue an appropriate remedy against the offender, such as an injunction from the

courts. The consultation will also seek views on other potential remedies that need to be considered.

- 1.22 Effective case management and partnership working are key to this. **We are therefore developing a casework management system covering the initial reporting of anti-social behaviour, ownership and management of cases and the use and enforcement of tools and powers such as Anti-Social Behaviour Orders (ASBOs).** A key element of this will be an assessment of the vulnerability of the victim based on a range of factors including repeat or escalating incidents. This is similar to the scheme in operation with Multi-Agency Risk Assessment Conferences (MARACs) for victims of domestic violence.
- 1.23 In addition, **in targeted areas with high perceptions of anti-social behaviour, the Government will support CDRPs and CSPs to develop new anti-social behaviour 'victims' champions'.** Their job will be to promote the needs of individual victims, for example before going to court, and to ensure victims receive the support and information they need. These victims' champions will be in place in 85 areas (of which 62 will be those with the highest perceptions of anti-social behaviour) by March 2010. We are working with Victim Support to expand the Witness Service to victims and witnesses in ASB hearings heard in the magistrates' court.
- 1.24 Intimidation of victims and witnesses remains a significant problem for the police and other criminal justice agencies, but one we are determined to tackle. Between 15% and 18% of incidents reported to the police by victims can lead to some form of

<sup>9</sup> Provisional quarterly criminal justice system performance information – June 2009 Published 27 November 2009.  
[www.justice.gov.uk/publications/criminal-justice-system-performance.htm](http://www.justice.gov.uk/publications/criminal-justice-system-performance.htm)

harassment or intimidation.<sup>10</sup> Much higher levels of intimidation can exist in some communities. For example, projects to tackle intimidation in North Liverpool suggest that around 50% of victims reporting crime in that area suffer some form of intimidation.<sup>11</sup> In many more cases, fear of intimidation will prevent witnesses from reporting a crime, coming forward as a witness or continuing to help in a prosecution. Research suggests that between 3% and 6% of witnesses and between 3% and 22% of victims do not report crimes due to fear of intimidation or reprisals. Intimidation like this can cause misery for entire communities as well as individuals.

- 1.25 Because we know that witnesses, and other members of communities affected, are particularly intimidated by violent gangs, **we have legislated in the Policing and Crime Act 2009 to introduce gang injunctions for adults, and provisions to apply gang injunctions to 14–17 year olds are included in the Crime and Security Bill currently before Parliament.** These will provide a civil tool in which police or local authorities can apply for a civil order to prevent gang members from meeting other named gang members, entering the area they regard as ‘their’ territory, wearing gang colours or using dogs or the internet to intimidate others. Through removing the sources of gangs’ power base, we will reduce their ability to intimidate witnesses or to organise and commit violent crime. The injunctions will also provide the space for local services to work with gang members to help them escape the gang lifestyle.

- 1.26 We are already working to improve the criminal justice system response to intimidation. The Coroners and Justice Act 2009 provides better protection for intimidated witnesses in gang related gun and knife crime cases, including a new investigative witness anonymity order for gang related gun and knife homicides and automatic eligibility for special measures for gun and knife homicides.

- 1.27 We are developing an inter-agency protocol between the police, Crown Prosecution Service, courts and prisons to help prevent unwanted contact during the period leading up to the trial. Separate waiting facilities, so that prosecution witnesses can wait apart from defendants and their supporters, are now available in the majority of crown and magistrates’ courts, and £9.2m has been spent on improving video link equipment in courts since 2005. **We will also support ACPO and the NPJA to develop appropriate advice and support in relation to intimidation, including a nationally recognised standard of risk and threat assessment.**

## TACKLING CRIME AND ANTI-SOCIAL BEHAVIOUR – TOGETHER

- 1.28 In most cases the public looks first to the police to deal with the crime and anti-social behaviour matters that concern them most. However the police are working more closely than ever before with a wide range of local agencies, and it is only with their combined effort and expertise that we will deliver on the public’s entitlement to feel safe in their own neighbourhoods, where local problems are tackled, not tolerated.

<sup>10</sup> Tarling, R. Dowds, L. and Budd, T. (2000) *Victim and Witness Intimidation: Findings from the British Crime Survey*. London: Home Office. <sup>10</sup> <http://www.homeoffice.gov.uk/rds/pdfs/occ-victandwit.pdf>

<sup>11</sup> Anderson, Z. Hungerford, D. and Hughes, K. (2008) *Evaluation of the Breckfield Making WAVES Pilot*. Liverpool: Centre for Public Health. <http://www.cph.org.uk/showPublication.aspx?pubid=437>



We are quite clear that by making people feel that the right people are working together to solve their concerns, public confidence will increase.

- 1.29 We will bolster the support provided to targeted local partnerships through the Government's anti-social behaviour delivery managers, who will visit every priority area to help them assess problems and direct local action plans. We expect to see improvements over the next six months in the 62 priority areas where perceptions of anti-social behaviour are highest.
- 1.30 Youth crime is a key area where the police and partner agencies can demonstrate effective joint working, and so we aim to increase the range of interventions available to them. The key partnership here is the Children's Trust, set up by the local authority and in which the police force is a statutory partner. Family Intervention Projects (FIPs) are a good example of partnership in practice which we will support more extensive use of. These projects target high-risk families (eg those involved in persistent anti-social behaviour, families of prolific offenders or young people involved with guns and gang activities). Families receive intensive support from key workers, and it can be essential to have the local knowledge of the police and other agencies in identifying families most likely to benefit from the projects. We are making an additional £26m available for these projects in 2010/11, and **£15m of this new funding will be provided through a new Housing FIP Challenge Fund to be made available to children's services and housing providers working in partnership to tackle anti-social behaviour on problem estates.** This expansion will mean that up to 10,000 families a year are supported by FIPs from 2011/12.
- 1.31 Serious youth violence remains a major concern for the public and a major priority for the Government. The first phase of the Tackling Knives Action Plan (TKAP) in 2008/09 saw a 32% reduction in hospital admissions for stabbing injuries in young people aged 19 and under in the target areas and a 17% reduction in recorded knife assaults. Following this success TKAP was extended in 2009/2010 to cover all forms of serious youth violence and to include a higher age range of up to 24 year-olds. Sixteen police forces have received over £5m between them for additional enforcement and prevention activity, and each is working to a detailed problem profile and plan of action, bringing together all key local partners, including local accident and emergency departments – more than 60 of which now share anonymised data on assaults with their local police service.
- 1.32 The voluntary sector, alongside the police and their partners, are playing a critical role in transforming the way that we deal with domestic violence. Although domestic violence is reported to the police at the rate of one incident every minute, far fewer cases are successfully prosecuted. We will continue to work to change attitudes and increase confidence in what victims of domestic violence can expect from the criminal justice system. **We recently published a cross-Government strategy on violence against women, following the largest Government led public consultation on this issue.**
- 1.33 The police and their partners have a key contribution to make in tackling some of the issues raised by the consultation on prevention, the provision of services, and strengthening protection against further violence, for example through:

- education in schools about healthy relationships
  - better recognition by professionals of the signs of violence
  - improving victims' access to advice, safe accommodation and services.
- 1.34 Good partnership working can also help the community feel that justice has been done and that crime and anti-social behaviour have been tackled. From helping to communicate the effects of a simple complaint by a member of the public, to offering people the chance to identify the reparation they want young people on community sentences to carry out – including on Friday and Saturday nights – there may be immediate responses that also provide a longer term contribution to creating confident, safer communities.
- 1.35 The introduction of neighbourhood policing nationwide has represented a radical and successful transformation, ensuring that the police are more visible and engaged with their communities. All police responses help to keep neighbourhoods safe, but now every area in England and Wales has a local police focus with their own dedicated neighbourhood policing team, named and readily accessible to the community. Teams include more than 13,500 police officers and 16,000 PCSOs who concentrate on tackling the specific concerns of that particular neighbourhood and communicating to the public what has been done – key aspects of the Policing Pledge. Fully delivered, neighbourhood policing has been proven to increase public confidence and reduce crime and anti-social behaviour at a local level.
- 1.36 The Government's vision for policing includes ensuring that we have a police service that has the trust and confidence of all communities, and a service that reflects the communities it serves. There have been substantial and positive changes in policing since the Stephen Lawrence Inquiry report by Judge Sir William Macpherson<sup>12</sup>. Last year's Green Paper set out how we will go further as part of our approach to increasing confidence in policing.
- 1.37 The Government, ACPO and the APA are launching a new Equality, Diversity and Human Rights Strategy for the police service. The strategy provides a national framework for improvement that will be delivered locally by individual forces and police authorities. Alongside it, an equality standard for the police service sets out associated standards against which local delivery and performance will be assessed, in consultation with the community they serve. We will set out an action plan in the new year setting out in more detail how the equality strategy will be delivered.
- 1.38 Police Authorities are also setting employment targets locally for recruitment; retention and progression of under represented groups and the vast majority of Police Authorities have already set targets for 2009/10. The APA is supporting its members to develop the ambitions of those targets for 2010/11. Local employment targets, and consultation with local communities on the setting of those targets, will be inspected on by HMIC in the 2010 Working for the Public inspection.

<sup>12</sup> Sir William Macpherson (1999) *The Stephen Lawrence Inquiry*. London: The Stationery Office  
<http://www.archive.official-documents.co.uk/document/cm42/4262/4262.htm>

## KEEPING THE PUBLIC SAFE AND CONFIDENT IN THEIR NEIGHBOURHOODS

- 1.39 **In early 2010 we will publish a new safe and confident neighbourhoods strategy to build on this progress.** This strategy will include commitments from across Government and our partners, and set out how we will:
- sustain and maintain a dedicated policing team in every neighbourhood
  - ensure that all aspects of policing – response, traffic, investigations, serious crime and neighbourhood teams – work together effectively to police a neighbourhood; and
  - deliver on the public expectation of a seamless response from all agencies, not just the police, working to keep them safe in their neighbourhood.
- 1.40 Keeping neighbourhoods safe and confident is the responsibility of not one but many agencies. The Home Office will work together with ACPO, APA, NPIA, CLG, LGA and OCJR to develop this strategy with all departments and organisations involved making important commitments to how it will be delivered.
- 1.41 Neighbourhood policing works and we are committed to protecting and sustaining teams across the country. **We will ensure that PCSOs remain a core, clearly recognisable part of neighbourhood policing teams,** maintaining the funding ringfence through the form of the present Comprehensive Spending Review.

### Community Support Officer of the Year 2009

**Name:** Ellie Beaumont

**Force:** Staffordshire Police

**Career Highlights:** When a woman in Ellie Beaumont's Burton-upon-Trent beat was being abused by local youngsters, she stepped in to help. The woman refused to alter her daily routine to avoid the teenagers, so Ellie accompanied her on her regular bus route every day for two weeks, even altering her shift pattern to do so, until the problem was resolved.

This year, Ellie has set up eight anti-social behaviour contracts and single-handedly wiped out anti-social behaviour from two cul-de-sacs which were being terrorised by 40 young people. She achieved this by seizing alcohol, carrying out patrols, collecting litter and organising graffiti removal.

**What Others Say:** Chris Sims, former Chief Constable of Staffordshire Police, says: "Ellie Beaumont has given her all to the community that she serves. Local authority partners and councillors speak extremely highly of the impact she has made."

- 1.42 We will also focus neighbourhood policing even further on tackling anti-social behaviour as a key aspect of their approach to solving local problems. Since anti-social behaviour is the most common community safety priority, it is already the central focus for many neighbourhood policing teams. In the next Parliament, **we will legislate to empower PCSOs with two new discretionary powers on seizing fireworks and graffiti implements.** We will also remove two powers (escorting abnormal loads and enforcing park trading offences) that take PCSOs away from their



core role in the community and from dealing with anti-social behaviour. PCSOs already have a strong set of powers to deal with community concerns. Some powers are standard and additional powers can be given at the discretion of the Chief Constable, based on what is needed to tackle anti-social behaviour in the force area. We will maintain Chief Constables' discretion, as it is important that the powers given match the needs and challenges of policing the local community. However we will strongly encourage Chief Constables to ensure that PCSOs are given all the discretionary powers necessary to tackle their local neighbourhood concerns, and the public will also be able to have a say over whether more of the additional powers should be allocated – through the enhanced ways for the public to influence policing which are set out in Chapter 3.

- 1.43 We want to make clear that while PCSO powers might vary according to local need, their role is the same up and down the country – to engage the community, be visible to the community, and by doing so prevent and deter ASB. Data collected in 2006/07 showed that visible patrol was the activity carried out most frequently by PCSOs taking up to 64% of PCSO time in forces. PCSO time was also frequently spent on community involvement, taking up to 15% of time in forces.<sup>13</sup> But we recognise that there remain concerns over public confusion about PCSOs. **Therefore we will mandate procurement of a distinct single national uniform for PCSOs to be in place by 2012 to make them a highly visible and instantly recognisable presence across England and Wales.**

- 1.44 The elements of neighbourhood policing that we know drive confidence also give it a clear and distinct role in prevention. Visibility not only reassures the public, but acts as a deterrent. Positive community engagement not only builds confidence in communities, but legitimacy and trust in the police and the law. And problem solving with partners tackles the root issues of offending to prevent it from happening again. Although other elements of policing – especially response teams – and local council services play a crucial role in dealing with the public's issues, it is neighbourhood policing teams that are often at the heart of communities. They are a highly visible, familiar and consistent presence, which means they are accessible to and knowledgeable of local communities. But it also makes them more accountable and increases their focus on prevention. Like communities, they will experience first hand the impact of not preventing crime and anti-social behaviour.

- 1.45 Response teams, specialist units and investigators can significantly contribute to tackling local priorities, for example by stopping an organised drugs ring to cut the drug supply that local dealers depend on. However, when action is unexplained or carried out without an understanding of the neighbourhood, it can have a negative impact on local confidence. There need to be stronger channels through which local concerns can influence wider policing activity, taking account of any issues particular to the neighbourhood.

<sup>13</sup> Mason, M. and Dale, C. (2008) *Analysis of PCSO Activity Based Costing data: results from an initial review*. Home Office: London. <http://www.homeoffice.gov.uk/rds/pdfs08/horr08.pdf>

1.46 The Government supports the work of forces to develop patrolling strategies which maximise visibility and public engagement and increase efficient and effective deployment. The Government welcomes the Metropolitan Police Commissioner's statement on this issue. This is an operational decision for Chief Constables, but when it is appropriate to do so, single patrols can be useful in engaging communities (as officers or PCSOs can be more approachable for the public when they are on their own).

#### **CASE STUDY: Single patrolling in Hertfordshire**

Evidence suggests a strong case for single patrols, particularly for neighbourhood foot patrol. Although some officers prefer two-person patrols, they tend to be less efficient and effective; they discourage the public from approaching officers; and may actually increase the likelihood of initial resistance from suspects, because of effects on the behaviour of officers, bystanders or suspects when more than one officer is present. Hertfordshire Police have had a default single patrolling policy since 2005, and carry out monthly checks to make sure it is happening. They have also ensured that there are proper risk assessments in control rooms, and have reviewed the number of vehicles to be certain that there can be default single crewing of patrol cars. As a result, they have concluded that single patrolling can increase visibility and community engagement and enable quicker and more effective response.

1.47 We will move towards an approach where the public can expect and receive a joined-up service from partners to keep their neighbourhood safe and confident. There are a wide range of neighbourhood services that have an impact on community safety and confidence: not only the many

aspects of police work, but magistrates, probation officers, drugs and alcohol workers, teachers, trading standards officers, third sector organisations and many more. As the "eyes and ears" of the local community, neighbourhood wardens play an important community safety role. In some forces, wardens are accredited by their police force and given additional powers to deal with anti-social behaviour and low level disorder under the Community Safety Accreditation Scheme (CSAS).

1.48 We need to be making the most of the contributions these services – and communities – make to keeping neighbourhoods safe and confident. **As an immediate step we will encourage further take up of CSAS by publishing an Employers' Guide to Community Safety Accreditation Schemes.**

The Guide will raise awareness of these schemes and of the benefits of partnership working to employers, the police and the community. This scheme is not about replacing the police with private security firms. First and foremost, communities should have the confidence that the police will be there for them when they need it. This scheme is about enhancing the contribution of people in roles that are already concerned with keeping communities safe; and making sure that when additional powers are given to those not in the police – including private security guards – that they are vetted and accredited by the police.

1.49 Participatory budgeting engages residents from all parts of the community in discussions to inform spending priorities, as well as giving them a direct role in scrutinising and monitoring service delivery. We are keen to see neighbourhood policing teams and partners further develop participatory budgeting and have supported this through regional events and including it

in CDRP hallmarks of effective practice.

- 1.50 The Government is already working to ensure that the whole of the criminal justice system supports neighbourhood policing teams to involve communities in the resolution of cases and keep them informed of what the outcomes are. The Government is encouraging the use of Restorative Justice (RJ) and recently piloted the Youth Restorative Disposal (YRD) which used RJ techniques to allow a victim to describe the effect the offence had on them and allow the young person to apologise for committing an offence at the scene. There are currently 30 pilots running (in Community Justice Pathfinder Areas) to test the principles of how to feed local concerns into the justice system, and provide information on the action taken. All forces are working with Her Majesty's Court Service (HMCS) on how sentencing decisions can be relayed back to communities. **We will encourage Local Criminal Justice Boards (LCJBs) to discuss the best ways of working together to support neighbourhood policing teams in making sure local concerns are acted on in the wider criminal justice service.**
- 1.51 We recognise that neighbourhood policing teams will need support to integrate effectively with other local services such as housing, if they are to work together to solve problems. The National Policing Improvement Agency (NPIA) and the Improvement and Development Agency (IDeA) are currently running 12 pilots in which policing teams are integrated with other local services to improve quality of life by joining up to become more responsive to local needs. There are early indications that adopting this approach, which practitioners call 'Neighbourhood

Management', can have a positive effect on confidence and perceptions of anti-social behaviour. **We will take the learning from these exemplar sites and explore ways in which these approaches may be extended.**

### CASE STUDY: Integrated service delivery in Manchester

The recent Respect Action Neighbourhoods (RAN) projects in Collyhurst in Manchester have been vital in building links with the community. RAN was a 10-week multi-agency project intended to bring partners together, to consult with residents and improve understanding of the issues that matter most locally. It included 1800 home visits and surveys of about 400 residents to identify areas of concern. The issues compiled from this consultation led to work with local operator First Bus, truancy sweeps, clean up work with the Driver and Vehicle Licensing Agency and visiting homes without TV licences. The initiative ended with a high profile event which was well covered by the local press.

The project included attendance at residents' associations and forums to keep members of the community informed of issues that matter to them. Outside the project, neighbourhood team members also built a strong link with primary schools in the area, and gave talks to pupils on a weekly basis.

- 1.52 The safe and confident neighbourhoods strategy will set out in more detail a more integrated approach to supporting individuals as well as managing places. Over the next six months, **we will target £2.5m in 60 CDRPs/CSPs to accelerate the strengthening of neighbourhood partnerships.** This funding will go to Police Authorities to target the 60 areas

where public confidence in the ability of the police and councils to tackle anti-social behaviour is lower than in other similar areas. We will let local partners decide what to spend the money on, but will expect that they meet the following requirements for strong neighbourhood level partnerships:

- follow the principles of joined up neighbourhood services (see box below)
- put in place neighbourhood level multi-agency working to manage individuals, vulnerable people or places who pose a risk to the crime and anti-social behaviour issues that matter most locally – and continue activity until the risk falls
- jointly communicate action to communities
- activity to explore local matched funding or aligned funding

### Nine Principles of Integrated Service Delivery

- Strong local leadership
- Clearly defined and agreed neighbourhoods
- Shared and publicly agreed priorities
- Shared information, feedback and communication processes
- Multi-agency problem solving teams
- Co-location, if possible
- Evidence based deployment
- Joint engagement
- Nominated neighbourhood lead

1.53 As a reflection of the fact that improving confidence and tackling anti-social behaviour are not just police responsibilities, CLG has also provided £10m to local councils to raise awareness of and use the full range of anti-social behaviour tools and powers and encourage partnership working between all agencies and the local community. That funding includes a provision for councils to tackle anti-social behaviour in specific areas. Both sets of funding are intended to complement each other and be spent in partnership.





*Courtesy of Suffolk Police*





# Chapter 2

## Influencing priorities and strengthening accountability

### We will immediately...

1. Expect Police Authorities to nominate a lead member for each Basic Command Unit (BCU) or equivalent local command unit area
2. Ask the APA to establish a taskforce to make Police Authorities more representative of the communities they serve

### Over the next 6 months we will...

3. Enable members of the public and community groups to sit on local authority Crime and Disorder Overview and Scrutiny Committees to hold CDRPs/CSPs to account
4. Drive up standards of leadership for Police Authority Chairs

### In the next Parliament we will...

5. Replace local policing summaries with public-friendly reports
6. Create a new legal status for chief executives of Police Authorities
7. Complete inspections of all Police Authorities by 2011

## SUMMARY

Policing is delivered most effectively when it is responsive to local priorities. The introduction of neighbourhood policing means the police are increasingly focused on identifying and responding directly to the concerns of the public. We now need to build on recent reforms by giving the public the means to influence policing priorities directly, and have a voice on **Overview and Scrutiny Committees**. We will also strengthen accountability by raising the standards of Police Authorities, while ensuring they have strong executive leadership. Raising the standards not only means ensuring that Police Authorities are made up of the right people with the right skills, it also means recognising that they must

properly reflect the communities they represent and we will **take action to increase the diversity of Police Authority membership**. We also recognise that public information needs to be improved, and we will **replace local policing summaries** with less bureaucratic, more flexible and public-friendly reports linked directly to community engagement.

## CONNECTING THE POLICE TO THE PUBLIC

- 2.1 Last year's Green Paper<sup>14</sup> set out three key elements of police accountability, originally identified in Sir Ronnie Flanagan's 2008

<sup>14</sup> **Home Office** (2008) Green Paper: *From the Neighbourhood to the National: Policing Our Communities Together*. London: Home Office. [http://police.homeoffice.gov.uk/police-reform/Policing\\_GP](http://police.homeoffice.gov.uk/police-reform/Policing_GP)



*Review of Policing*<sup>15</sup>. These were answerability – the ways in which the police consult people about their priorities and actions, such as at a neighbourhood policing meetings; structural accountability – the formal role of Police Authorities in improving the performance of a police force; and responsiveness – ensuring that the police respond quickly and efficiently to people’s concerns. The latter is addressed in Chapter 3 of this White Paper.

## **ANSWERABILITY – GIVING THE PUBLIC A VOICE**

- 2.2 The Policing Pledge now sets out the standards the public can expect from the police and offers the public a route to articulate particular issues of concern. In addition to the regular, at least monthly, meetings promised in the Policing Pledge, the police and their partners have introduced a range of innovative ways in which they can engage with their local communities and listen to what people tell them. These include street briefings, regular surgeries and mobile police stations. The Policing and Crime Act 2009 complements this by placing a new duty on Police Authorities to consider the views of the public when performing any of their functions, and we will implement this through new regulations setting out the outcomes to be achieved in this process.
- 2.3 We realise that local authorities are key to supporting relationships to deliver a better, more joined up, service to communities. One of the ways this is done is through Overview and Scrutiny Committees, which scrutinise and hold Crime and Disorder Reduction Partnerships (CDRPs) and Community Safety Partnerships (CSPs) to

account collectively for the strategies that partners develop for working together to deliver for their communities and for delivery of those strategies. Through Councillor Call for Action (CCfA), any local councillor can raise a matter for the committees to consider.

- 2.4 Through democratically elected representatives, Overview and Scrutiny Committees already provide a way for the public to scrutinise the decisions that affect their daily lives. **We will take this further by reviewing the statutory guidance to Crime and Disorder Overview and Scrutiny Committees, and updating the regulatory framework of these committees to allow them to co-opt members of the public and community groups, which together will improve the links between the public and community safety partners.** This means that where Crime and Disorder Overview and Scrutiny Committees believe they would benefit from having the objective voice and experience of the public, they will be able to invite a member of the public or a representative of the community group to sit on the Committee. Such a decision, and the process and terms of selection and appointment, will be for the Committee itself to decide. We will work with CLG and Stakeholders to review the statutory guidance to reflect the role the public have through Overview and Scrutiny Committees, to hold all agencies to account for how public services and strategies are delivered in their area. Similar changes to other types of Overview and Scrutiny Committees are already under way, covering other public services.

<sup>15</sup> Sir Ronnie Flanagan (2008) *Independent Review of Policing: Final Report*. London: Home Office.  
<http://police.homeoffice.gov.uk/police-reform/flanagan-police-review>



- 2.5 For the public to take an active role in setting priorities, they need to be provided with accurate, timely information about police performance locally. Police Authorities already provide this information in the form of local policing summaries, which are produced annually and are required to be distributed to every household in the force area. However, we agree with the views of the APA and ACPO that this information can be more relevant, and therefore more effective, if it is tailored more closely to local needs and priorities.
- 2.6 In the next Parliament we will, therefore, **remove the requirement for the summaries to be produced in a centrally prescribed way.** We will give Police Authorities the freedom to decide how best to provide the information to the public, with a simple requirement for them to give good quality information to the public. This will allow Police Authorities to use their own knowledge of what works locally, to listen to what local people tell them, and produce reports linked directly to the priorities in their communities and what the police are doing to tackle them.
- 2.8 In the 2008 Green Paper the Government proposed to look at the feasibility of adding directly elected members to Police Authorities, as a means of strengthening the link between those responsible for delivering policing and the public they serve. Having looked at this in detail with our stakeholders, we have decided not to pursue this idea further. Introducing direct elections would not only be expensive, at a time when all public services need to be focusing on efficiency and value for money, but we also recognise the police service's concerns, as clearly brought out by David Blunkett's recent detailed review, that such changes could adversely affect the practical operation of Police Authorities and risk politicising the service.<sup>16</sup>
- 2.9 Since 1994 Police Authorities have worked hard to establish themselves as bodies which are independent of local authorities, and of their police forces, so that each force is properly and independently held to account for delivering to the public. The progress Police Authorities have made demonstrates that they have the potential to do this well.
- 2.10 Therefore we will now focus on improving the existing structures to help Police Authorities meet their potential. This work will be based on increasing the effectiveness of Police Authorities through improvements to their capacity and capability, and through greater public engagement and involvement. We will do this by:

## ACCOUNTABILITY – MORE EFFECTIVE POLICE AUTHORITIES

- 2.7 Every police force in England and Wales is overseen by a Police Authority. It is the responsibility of each Police Authority to ensure that the police deliver effectively for the public, by setting the force's priorities each year, allocating the budget to deliver to those priorities and holding the Chief Officer to account on behalf of the public.

- a) Looking to Police Authorities to be more visible and high profile in the communities they serve, including expecting them to identify a lead authority member for each BCU or equivalent area.

<sup>16</sup> David Blunkett (2009) *A People's Police Force: Police Accountability in the Modern Era*.  
[http://davidblunkett.typepad.com/rt\\_hon\\_david\\_blunkett\\_mp/2009/07/a-peoples-police-force.html](http://davidblunkett.typepad.com/rt_hon_david_blunkett_mp/2009/07/a-peoples-police-force.html)

- b) Developing the capability and capacity of Police Authorities by asking them to set competencies for all Police Authority members and leadership competencies for Police Authority chairs; and creating strong executive leadership.
- c) Supporting them to become more representative of the communities they serve, and of wider society.
- d) Using the lessons from the recently introduced Police Authority inspections to challenge and support Police Authorities to improve further.

#### **a) Making Police Authorities more visible and higher profile**

- 2.11 Police Authorities have made progress in establishing themselves as independent bodies able to represent the public and hold the police to account. However, we know from Louise Casey's<sup>16</sup> review, that only 7% of the public are aware of the existence of their Police Authority or know what its role is.
- 2.12 We have therefore considered how we can make Police Authorities more visible and higher profile in the communities they serve, so that more people will know who they are, what they do and how they can work for the public to support the delivery of a more effective and responsive police service in their area. We are persuaded by the recommendation David Blunkett made in his review<sup>17</sup> that it would help to create a clear link between the Police Authority and each local individual police command area (BCU or equivalent) through Police Authorities identifying an Authority member to be the lead for that area.

**The Home Office will work with the APA and with individual Police Authorities to ensure that every local command area has an identified Police Authority lead by April 2010.** The Police Authority lead will be an active and visible champion for the public in that area, including when individuals or local communities do not receive the service to which they are entitled.

#### **b) Developing the capability and capacity of Police Authorities**

- 2.13 We recognise that Police Authorities have worked hard to develop the capability of their members, individually and collectively, and this is demonstrated by the work the APA has done to set up a peer improvement scheme across all Police Authorities. We will now go further to support them in making sure they get the right people, with the necessary skills, who are representative of the communities they serve.
- 2.14 As recommended by David Blunkett, **we will work with the Association of Police Authorities (APA), the Local Government Association (LGA) and the Welsh Local Government Association (WLGA) to set a broad range of competencies for all Police Authority members.** This will include leadership competencies for chairs of Police Authorities and of individual committees. The APA welcome this proposal, which will allow all members to demonstrate that they have the necessary skills and competencies for the role, as independent members already do. The APA will be expected to use the competencies for all members, including councillors, by June 2010.

<sup>16</sup> Louise Casey (2008) *Engaging Communities in Fighting Crime*. London: Cabinet Office.  
<http://www.cabinetoffice.gov.uk/crime.aspx>

<sup>17</sup> David Blunkett (2009) *A People's Police Force: Police Accountability in the Modern Era*  
[http://davidblunkett.typepad.com/rt\\_hon\\_david\\_blunkett\\_mp/2009/07/a-peoples-police-force.html](http://davidblunkett.typepad.com/rt_hon_david_blunkett_mp/2009/07/a-peoples-police-force.html)

The competencies will also be used as part of the ongoing development of members by each Authority. For those members who do not adequately demonstrate that they meet the competencies, support will be provided from within the Police Authority, and via the national network of peer improvement which the APA is developing with Government support. Where a joint committee of councils is unable to demonstrate how a councillor meets the competencies set out in the competency framework, the Police Authority will be able to refuse to accept the appointment.

- 2.15 We are also clear about the need to develop the capacity of Police Authorities to do their job by strengthening their administrative support. David Blunkett’s review suggested that we achieve this by introducing standardised and nationally consistent administration arrangements. Following consultation with the APA and the Association of Police Authority Chief Executives (APACE) we believe this can be best achieved through strong executive leadership and by enhancing the role of chief executives. **We will, therefore, legislate in the next Parliament to establish a new legal status for Police**

**Authority chief executives and will produce new guidance for people in these roles.** We believe this will attract stronger candidates into chief executive roles, and will help ensure that every Police Authority has a strong executive leader, who in turn will be able to ensure their Authority has the best administration possible. We will begin work straight away with the APA and APACE to draw up a set of principles which recognise the unique and key role that Police Authority chief executives hold, drawing on the lessons from the current Police Authority inspections as they emerge.

**c) Better representation**

- 2.16 To work effectively on behalf of the communities they serve, the membership of Police Authorities must reflect the diverse mix of people within those communities. Police Authorities have already made some good progress here. Over a fifth of independent members are from a black and ethnic minority (BME) background and just under half are female. There is a greater challenge in respect of councillor members, with only 5% from a BME background, and 21% female.

**TABLE: Lack of diversity in Police Authority membership**

	Councillor Members		Independent Members		Total	
<b>BME</b>	<b>27</b>	<b>5%</b>	<b>38</b>	<b>18%</b>	<b>65</b>	<b>8%</b>
White	548	95%	172	82%	720	92%
<b>Female</b>	<b>121</b>	<b>21%</b>	<b>103</b>	<b>49%</b>	<b>224</b>	<b>29%</b>
Male	454	79%	107	51%	561	71%
Total	575		210		785	

Source: *Facts & Figures: Police Authorities in England and Wales (2006)*  
[http://www.westmerciapoliceauthority.gov.uk/uploads/1160140953IndMemberPAsfacts\\_and\\_figures%5B1%5D.pdf](http://www.westmerciapoliceauthority.gov.uk/uploads/1160140953IndMemberPAsfacts_and_figures%5B1%5D.pdf)

2.17 The impetus for greater diversity must come from the Police Authorities themselves, but we will work with the APA and the NPIA to help. **We will invite the APA to set up a task force to oversee and drive forward the process of making Police Authorities more representative of the communities they serve.** The task force will draw up, and deliver, policies across every Police Authority to meet the need for a more diverse membership when making appointments. This will include how Police Authorities can issue a robust challenge to local government to ensure that councillor membership is as diverse as possible. We will encourage the task force to apply for a grant through the NPIA commissioning process to fund its work, which we will expect to be completed by the end of 2010.

#### **d) Improvement through inspection**

2.18 In the 2008 Green Paper<sup>18</sup> we outlined measures to improve Police Authorities' capacity and accountability, including the introduction of independent inspection by Her Majesty's Inspectorate of Constabulary and the Audit Commission. This work is under way and some inspections have been completed. **A clear timetable has been published which will see every Police Authority in England and Wales inspected in the course of 2010 and 2011.** All inspections will be carried out by teams made up of inspectors from HMIC and the Audit Commission and at least one peer inspector from another Police Authority.

2.19 The inspection framework, developed after a process which involved public consultation, assesses Police Authorities in four core areas:

- Setting strategic direction and priorities.
- Scrutinising performance outcomes.
- Achieving results through community engagement and partnerships.
- Ensuring value for money and productivity.

2.20 The findings from each inspection will be published within ten weeks of the inspection being completed and will clearly identify the areas in which each Authority is doing well and those where improvements are needed. We expect Police Authorities to use the inspection regime to help them improve their capability and performance. A thematic report of emerging findings will be produced in early 2010 after the first ten inspections have been completed, and as the full results of the baseline inspection programme become available we will establish a good picture of the national performance landscape.

<sup>18</sup> Home Office (2008) Green Paper: *From the Neighbourhood to the National: Policing Our Communities Together*. London: Home Office. [http://police.homeoffice.gov.uk/police-reform/Policing\\_GP](http://police.homeoffice.gov.uk/police-reform/Policing_GP)





*Courtesy of West Midlands Police*



# Chapter 3

## Meeting the public's expectations and putting things right

### **We will immediately...**

1. Drive up standards by improving training and support to all officers
2. Support and challenge neighbourhood and response officers and their supervisors to resolve the public's concerns and complaints quickly and informally
3. Progress our public awareness campaign for the new National Crime Map
4. Ensure that the public has ready access to clear information from every force and Police Authority on how to raise concerns and make complaints, both with front line officers and at senior level if necessary
5. Promote HMIC's new Police Report Card on each force's performance, supported by more detailed information for the public at a more local level

### **Over the next 6 months we will...**

6. Make it a function of a Police Authority to play a more active role in considering complaints, and expect Police Authorities to meet that responsibility by ensuring their force holds at least three Public Scrutiny Meetings a year at individual command unit level
7. Require Police Authorities to make clear to the public their right to request extra meetings at this level if concerns and complaints are not resolved locally
8. Enable the Independent Police Complaints Commission to uphold complaints even where there has been no individual misconduct, and make recommendations to forces and Police Authorities

### **In the next Parliament we will...**

9. Legislate to streamline further the complaints process, including the processes for appeals and for discontinuing complaints



## SUMMARY

The public want police officers to get it right first time. So do the police. However, where things do go wrong, current arrangements do not serve the public well. The Government believes that in most cases speedy and informal efforts by front line officers to put things right are preferable to lengthy, formal procedures. The best way to help officers to provide that kind of service is to make full use of the historically high levels of officers, PCSOs and staff and focus on raising public confidence. That could include better customer service skills and less bureaucratic ways of handling problems, or providing better information for the public and being absolutely clear about their entitlements to service standards and behaviours in the Policing Pledge.

Although we continue to strengthen the front line's capacity to resolve local problems, we recognise that the public must also have **more accessible information on crime, confidence and police performance** at force and local level, supported by clear direction on **how to raise concerns and complaints effectively** and, if necessary, how to escalate them to more senior levels. We will ensure that there are **more regular opportunities for the public to discuss priorities with senior officers** and, if necessary, call extra meetings involving Police Authority members to resolve problems. We will also support the IPCC by **streamlining the police complaints process** and introducing a wider range of potential resolutions.

## GETTING THINGS RIGHT, PUTTING THINGS RIGHT

3.1 Every police officer, PCSO and member of police staff wants to serve the public well.

They joined to tackle people's concerns, solve problems, and to raise confidence in the police service as a whole. The public, rightly, have high expectations of the police, and in most cases those expectations are met. Figures show that 84% of the public believe that they will be treated with respect when they have contact with the police; and 63% of victims of crime were satisfied with how the police handled their case.<sup>19</sup> Recently Ministers have announced a review of the use of out-of-court disposals to ensure that they are being used appropriately and in a way that inspires public confidence in them as a simple, swift and proportionate way of responding to certain types of offending.

3.2 Of course, things are not always perfect. Policing is complex and it is not always possible to satisfy everyone. Police officers are human, and human beings sometimes make mistakes, and sometimes behave badly. Sometimes it is the system as a whole that fails to deliver. We realise that there is more that needs to be done when things go wrong:

- Louise Casey's review<sup>20</sup> showed that two-thirds of the public do not know how to complain if they are unhappy with their policing.
- The IPCC's 2009 analysis of the 2006/07 British Crime Survey showed that 79% of people were dissatisfied with the way the police deal with complaints.<sup>21</sup>

<sup>19</sup> Home Office (2007) Home Office Statistical Bulletin *Crime in England and Wales 2006/07*. London: Home Office. <http://www.homeoffice.gov.uk/rds/pdfs07/hosb1107.pdf>

<sup>20</sup> Louise Casey (2008) *Engaging Communities in Fighting Crime*. London: Cabinet Office. <http://www.cabinetoffice.gov.uk/crime.aspx>

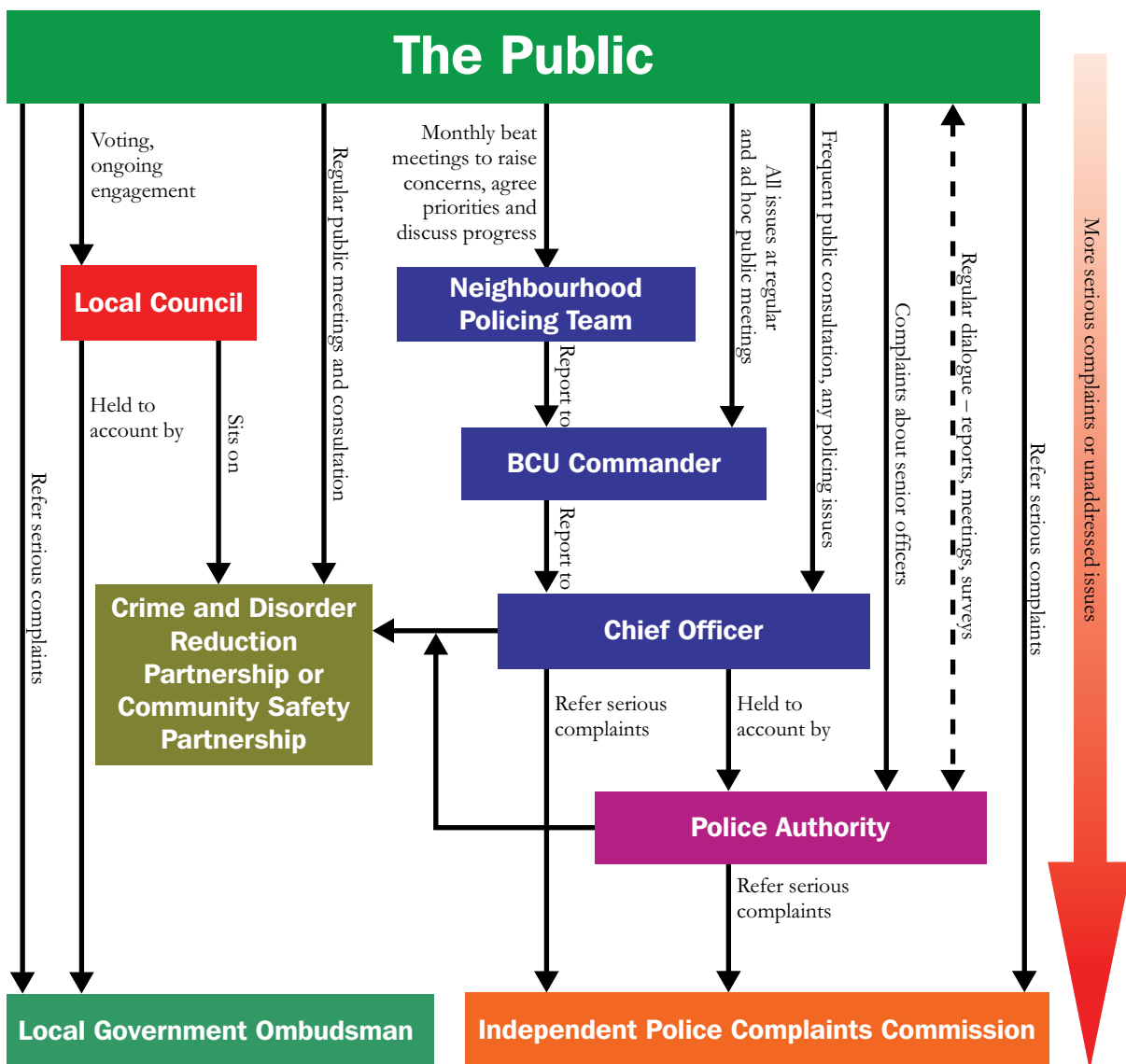
<sup>21</sup> IPCC (2009) *Public Annoyance and Complaints about the Police: Findings from the 2006/07 British Crime Survey*. London: IPCC. [http://www.ipcc.gov.uk/ipcc\\_bcs\\_report.pdf](http://www.ipcc.gov.uk/ipcc_bcs_report.pdf)



- 3.3 Significant reforms in policing, reinforced by the commitments in last year's Green Paper, are already strengthening the relationship between the police and the public, enabling the Service to meet their needs more effectively. **The Government intends to build on these developments through a simpler, speedier approach to redress, with better escalation where necessary.**
- 3.4 The diagram sets out the routes of redress for the public when their expectations of

the system have not been met. It shows the steps available for complaints about issues of crime and ASB. In ASB cases, the police will not always be the lead agency because some ASB issues are raised directly with local authorities or social landlords. In these cases the route to redress would be through a local council and/or CDRP and CSP. In Chapter 1 we set out the specific measures in place to support victims of ASB. Local victims' champions will play a key role in helping people navigate the routes to redress.

**Diagram: Routes of redress for policing**



3.5 Traditionally, the police complaints system has been geared more towards establishing whether someone has committed misconduct rather than trying to put right what has gone wrong. The vast majority of complaints could be dealt with quickly at a local level. More serious complaints would, of course, require greater scrutiny and independent handling or review. The IPCC continues to provide a high quality service in such cases. However, all too often a lengthy and adversarial formal complaints process has been used to address broader frustrations and relatively minor service failures, such as lateness or rudeness. This has tended to produce a defensive response from the Service as a whole and from individual officers, more focused on due process than satisfactory redress for the complainant.

3.6 The IPCC review<sup>22</sup> earlier this year confirmed the Government's view that in the vast majority of cases this is not what the public wants or needs. By far the best approach is for the public to know what they are entitled to expect from the police, as well as what to expect if that does not happen, and to be well informed on their performance; and for front line officers they know and trust to tackle their concerns and deal with their complaints quickly and informally. This is also the best way for the police to learn and apply the lessons of past mistakes at local level. HMIC's recent Policing Pledge inspections reported that there is more to do to secure consistent high quality in this respect.

3.7 **The Government will therefore continue to work with ACPO, the APA, NPIA, the IPCC and the Staff Associations and trade unions to:**

- a) **Strengthen the capacity of neighbourhood and response officers to get it right first time wherever possible.** The best performing forces on the Policing Pledge and the confidence target have already demonstrated that the best answers to this challenge are:
- good training in customer service and engagement skills;
  - regular, well conducted and responsive public meetings, often alongside local council colleagues and other local partners;
  - systematic attention to 'closing the loop', by telling people what has been done to tackle the issues they raised, and what has happened to the perpetrators of crime and anti-social behaviour; and
  - good support and challenge from supervisors and senior leaders.
- b) Where things have gone wrong, **strengthen the expectations on front line officers and their sergeants that they will do all they can to 'make things right' quickly and informally,** and increase their confidence and discretion to act in this way. Good officers already know that in these circumstances they should be ready to have a conversation to explain what happened, apologise if they need to and try to make amends to the individual, endeavour to learn from the mistake and ensure that progress is reported at the next neighbourhood meeting or leaflet drop. Over the next few months we will explore ways of giving good practice in this respect a more explicit focus in police appraisal and reward.

<sup>22</sup> IPCC (2009) *Public Annoyance and Complaints about the Police: findings from the 2006/07 British Crime Survey*. London: IPCC.  
[http://www.ipcc.gov.uk/ipcc\\_bcs\\_report.pdf](http://www.ipcc.gov.uk/ipcc_bcs_report.pdf)

## BETTER INFORMATION FOR THE PUBLIC

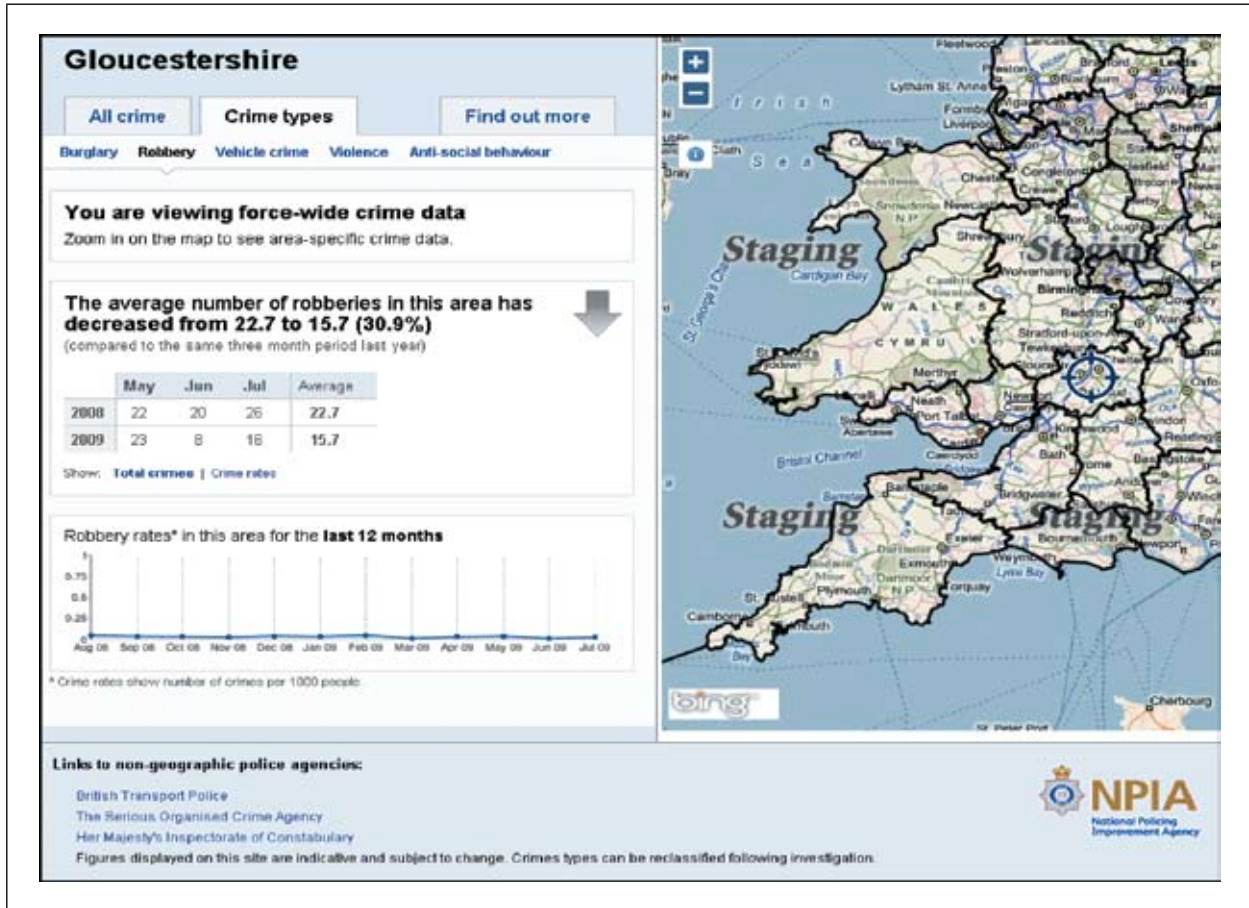
3.8 We will also ensure that more information on police performance is readily available at a local level. The public want to know how their local police are performing. In many cases this will dispel myths and raise confidence. In all cases it will help the public make comparisons and hold the service to account in an informed and constructive way. Two key developments are strengthening bottom-up accountability of this kind.

3.9 First, **we will continue to work to raise public awareness of the new National Crime Map for England and Wales** launched in October 2009, and developed for the Government by the NPIA. As set out in Chapter 1, this enables members of the public to type in their postcode and get accessible, regular and user friendly information about crime in their area and what action police are taking. In particular it allows the public to:

- See crime rates and the total number of crimes at four levels – the police force itself, the Basic Command Unit or equivalent, the CDRP and the neighbourhood – with graphs showing crime trends over a 12 month rolling period.
- Read a commentary from the force, setting the information in context and reporting on the action taken to tackle local crime priorities and areas of concern.
- Compare crime rates in their area with the national average, and with all other police forces in England and Wales.
- Compare crime rates in the locality, for example between different neighbourhood policing team areas within the force.

3.10 We are working to ensure the public see the results of sentencing in their areas where it relates to local priorities.

**An example of a crime map**



3.11 Second, we will continue to support HMIC in its new role, providing more information about how the police are performing, and challenging the service to do better. The Policing Pledge inspections are one early and important example of this. In addition, the current HMIC/Audit Commission inspections of Police Authorities are looking closely at how well each Police Authority is bringing the public voice to bear on priorities in its area, taking Policing Pledge delivery seriously, and ensuring local concerns are heard and addressed.

3.12 Next spring will see another major step. We will help HMIC promote its new *Police Report Cards* on individual police forces, updated on a rolling basis. These will report on the aspects of performance which matter most to the public, specifically: public confidence and victim satisfaction; local crime and policing; protection from serious harm; and value for money and productivity. The first three areas will be graded from the beginning and value for money from later in 2010.



## Police Report Card



### Your Force

#### How well is Your Force Performing?

Her Majesty's Inspectorate of Constabulary (HMIC) inspects police forces and Police Authorities on behalf of the public. From early March 2010 HMIC will publish a new dynamic assessment of each police force in England and Wales. The assessments will be known as the Police Report Card and they will examine performance across four key areas of policing: Confidence and Satisfaction, Local Crime and Policing, Protection and Serious Harm, and Value for Money and Productivity.

The Police Report Card will provide a citizens' window on policing, addressing areas of performance that are both relevant to the public and in the public interest. They will highlight the successes and weakness of each police force, and identify clear areas for improvement. The evidence for the assessments will come from an range of sources; national crime figures and professional inspections will be used to obtain the hard facts and figures, and public opinion gathered via local surveys and consultation will be used to ensure the assessments of performance reflect the experiences and views of local communities.

Where performance is seen to be deteriorating or a genuine performance problem has been identified, HMIC will work with the force concerned and the National Policing Improvement Agency (NPIA) to bring performance levels back into line with the standards expected from all police forces.

The overall assessment for Your Force can be found below, and performance against each of the four key areas of policing can be accessed via the links.

The layout below is indicative, HMIC will be consulting with the public further on the usability of the website, ahead of the lunch next year.

#### Domain Assessment

Local Crime and Policing	<b>Good</b>
Protection and Serious Harm	<b>Poor</b>
Value for Money and Productivity	<b>Fair</b>
Confidence and Satisfaction	<b>Good</b>

#### Overall Assessment

Customer satisfaction is improving but the force and its partners now need to focus upon achieving the stop change required to meet their confidence target by 2012. Crime levels continue to reduce, however the risk of bringing a victim of crime remains significantly higher than in similar forces. The force's ability to protect communities from serious harm, particularly from serious and organised crime has improved in recent years but its approach to managing critical incidents and civil emergencies needs to improve. Although the force has fewer staff and lower expenditure and similar forces more could be done to provide better value for money.

3.13 The *Police Report Cards* will be available to the public from early March 2010, and will give the public a clear view on the quality of the policing services in their area. The force level assessment will be supported for the first time by increased information on a quarterly basis at a more local level including the level of the Basic Command Unit or equivalent local command unit. These arrangements, together with crime maps, will ensure that the public have comprehensive information about crime at every level in their local community, what is being done about it, how well their local police are doing and how the service they receive compares to other areas. This will help ensure they are better placed to hold the police in their area to account.

### **CLEARER ESCALATION**

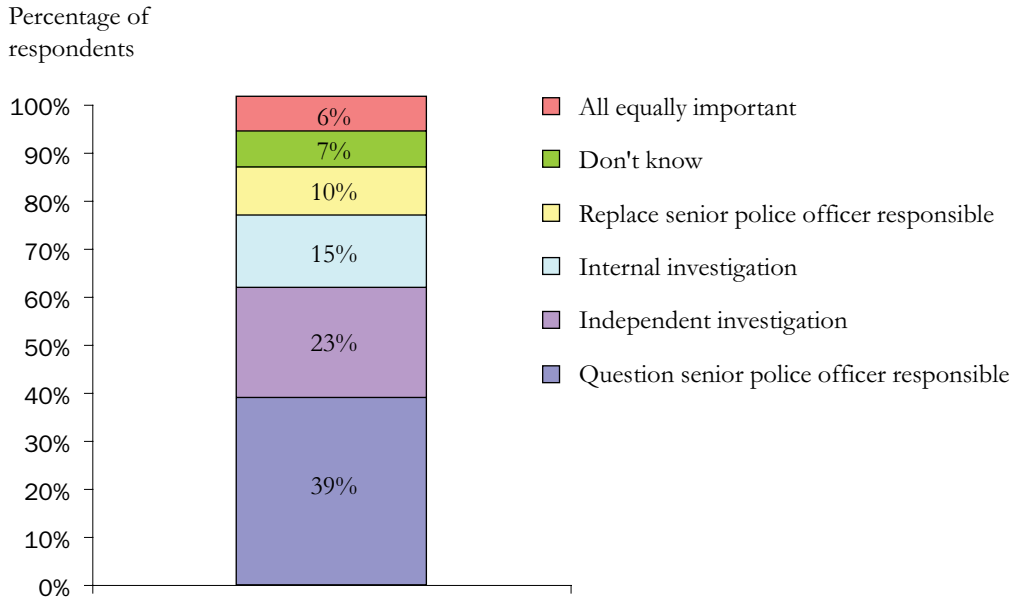
3.14 The Government will **ensure that the processes in each force for escalating concerns and making formal complaints are clear and straightforward**. Working closely with ACPO and the APA, we will ensure that within the next few weeks **all police forces and Police Authorities will provide clear information** on the home pages of their websites, leaflets and other literature about the best ways to have their concerns addressed and the process for making a complaint. The latest phase of the Government's Justice Seen, Justice Done campaign is reminding the public that this is their entitlement under the Policing Pledge, and provides a national platform for accessing this information through [www.direct.gov.uk/localcrime](http://www.direct.gov.uk/localcrime)

3.15 In the relatively few cases **where a concern or complaint cannot be resolved by front line officers and their immediate supervisors**, as described above, **the Government will:**

- Expect there to be a well-publicised and timely process in each force for escalating it to the local police inspector; then if necessary to the superintending rank officer at BCU level or equivalent; and finally to officers at ACPO rank/ the Chief Constable.
- Give the public a stronger entitlement to engage with senior police officers and Police Authority members in those few cases where the issue cannot be resolved satisfactorily at the front line.
- Look to Police Authorities to be higher profile and more effective guarantors of the wider service commitments in the Policing Pledge and a final point of local escalation for complaints. If necessary, Police Authorities are able to refer a service failure matter to the IPCC for an independent review.
- Make sure that CDRPs and CSPs work alongside neighbourhood police and neighbourhood management teams to set and publicise minimum service standards for anti-social behaviour to the public. This will include locally agreed redress for victims when service standards have not been met.

3.16 Public polling indicates that where members of the public are not satisfied that their priorities are being dealt with, their preferred approach is to question a senior police officer.

**Preferred course of action if the police fail to deal with local priorities**



Source: *Public Attitudes on redress and complaints against the police (Home Office 2009)*<sup>23</sup>

3.17 In many forces this is already accepted good practice. Senior officers proactively hold public meetings to discuss priorities and get a better understanding of the issues, often with a Police Authority representative and other local partners at senior level.

**CASE STUDY: Cambridgeshire**

Cambridgeshire Constabulary has a well established practice of senior officers attending neighbourhood panels regularly. This can include officers at ACPO rank, superintendents and police staff equivalents. Panel members are required to attend at least two meetings for their area per year. There is also a designated Police Authority representative for each of the neighbourhood panels, who is also routinely expected to attend meetings.

3.18 From April 2010 onwards the Government will build on good practice by making it a key part of Police Authorities' scrutiny work that they both monitor and take an active role in the complaints that their force deals with. In order to achieve this, we will expect every Police Authority to **ensure that there are at least three Public Scrutiny Meetings a year at the level of the individual command unit.** That means an officer of an appropriately senior rank (usually superintendent or above) with the overall responsibility for a local area (such as a Basic Command Unit) running a number of public meetings. The meetings will be used to discuss performance and trends in the light of the latest findings from HMIC and other relevant information, and to respond directly on matters of local concern. The Government

<sup>23</sup> Charlton, M. and Mason, M. (2009) *Public Attitudes on redress and complaints against the police – results from an opinion poll.* London: Home Office  
 HO forthcoming: source Ipsos MORI (2009) – Home Office quarterly crime and immigration tracker – Wave 16 Aug 09, London: Home Office

will also expect an appropriately senior member of the local authority to attend these meetings. These meetings will commence in force areas in the next six months.

3.19 In addition, where an issue causes persistent problems or is not resolved properly the Government will expect the lead Police Authority member for an area (see Chapter 2) to call an extraordinary public meeting with the senior officer of that individual command unit to discuss the issues further and seek resolution. We will agree with Police Authorities clear and published routes by which the public can request Public Scrutiny Meetings where:

- A member of the public considers that a complaint escalated to the level of the senior officer of an individual command unit has not been dealt with satisfactorily.
- A community considers that the priorities agreed at the level of the neighbourhood policing team are being consistently ignored; or
- Two consecutive Police Report Cards show no improvement in or a deterioration in overall performance.

3.20 It is important that the public are able to request extraordinary Public Scrutiny Meetings directly where they remain dissatisfied. The Home Office will work with the APA and Police Authorities to ensure that there is innovative thinking on how communities as well as individuals can register concerns which merit this response. Options include dedicated phone lines, clear remits for the new Police Authority leads for BCUs and equivalent areas to gauge such concerns and act on them, online petitions, noticeboards in public areas with lists of possible issues, and the like. The Home Office will help spread good practice wherever possible.

3.21 In those rare cases where a complaint about service delivery has been referred to the Chief Constable and it has still not proved possible to resolve it, the Government will now look to the Police Authority to consider the matter as a core function of their scrutiny work. This reflects the Government's recognition of Police Authorities' key responsibility for holding to account the Chief Constable for the performance of the force, reviewing how the force handles complaints and acting as guarantor of the delivery of the Policing Pledge locally.

3.22 This scrutiny function, and Police Authorities' new statutory duty to consider the views of the public in the exercise of their functions, will be a key element in the inspection of Police Authority work. The Public Scrutiny Meetings discussed above will be an important tool in securing the views of the public on the issues which matter most locally, and ensuring Police Authorities properly scrutinise the work of their force. Where issues arising from these functions are highlighted by an inspection, Police Authorities will need to make this a top priority in their post inspection improvement work. We will expect every force and Police Authority to explain its handling of these stages on its website and in the local policing plan, with relevant links to the crime mapping website.

3.23 We recognise that there will be some concern in the police service that these additional opportunities for the public to seek resolution of their concerns and complaints will create additional time pressures and bureaucracy at senior levels. However, we believe that better practice at the front line, some safeguards against vexatious complainants, and clarity from Police Authorities on the circumstances in which senior officers can refuse a meeting, should serve to minimise this risk.



## THE IPCC'S CONTRIBUTION

- 3.24 The Government does not intend to expand the current remit of the IPCC in any significant way. However, we will make some specific improvements to the IPCC's current procedures and their interaction with forces' own responsibilities for complaints.
- 3.25 Wherever possible police forces should take a proportionate approach to the handling of local complaints investigations and seek to avoid excessive bureaucracy and formality. We will support the introduction of new IPCC statutory guidance to forces and Police Authorities by April 2010 to ensure the focus of the complaints system is on putting right what has gone wrong. Building on the reforms in 2008 to police officer disciplinary arrangements, **the Government will also legislate in the next Parliament to streamline further the complaints process**, including the processes for appeals and for dealing with complaints.
- 3.26 The IPCC's current remit relates to the conduct of persons serving with the police and cases involving the death or serious injury of a person having contact with the police. At present the IPCC may, in considering a complaint, conclude that there is no evidence of misconduct or unsatisfactory performance by an individual officer or member of police staff. In these circumstances the IPCC has no choice but to declare the complaint 'unsubstantiated' – even though the complainant may not have received the service from the force as a whole that they were entitled to expect. As David Blunkett pointed out in his review,<sup>24</sup> this means that the IPCC cannot deal adequately with certain types of

complaint. For example, a situation where the police may have acted on good intelligence but inadvertently raided the wrong house. **The Government will therefore bring forward statutory guidance by April 2010 to enable the IPCC to 'uphold' complaints even if there is no evidence of individual misconduct** and, where appropriate, recommend to the force and Police Authority in question that they should issue an explanation or apology to the member of the public.

- 3.27 Finally, **the Government will also review by April 2010 the statutory guidance on the handling of complaints relating to the direction and control of a force.** There may be occasions when a very significant service failure creates a perceived crisis in public confidence in a force and its leadership, and referral to the IPCC for review may be an appropriate response.

<sup>24</sup> David Blunkett (2009) *A People's Police Force: Police Accountability in the Modern Era*.  
[http://davidblunkett.typepad.com/rt\\_hon\\_david\\_blunkett\\_mp/2009/07/a-peoples-police-force.html](http://davidblunkett.typepad.com/rt_hon_david_blunkett_mp/2009/07/a-peoples-police-force.html)

**PROTECTING THE PUBLIC:**  
SUPPORTING THE POLICE TO SUCCEED



*Courtesy of West Midlands Police*

**Part Two**  
Creating a  
framework for  
effective delivery









# Chapter 4

## Protecting the public at all levels

### We will immediately...

1. Produce a delivery plan (through ACPO) for improving the police contribution to child protection
2. Set out clear principles for the policing of public protests
3. Implement an 'Informed Choice' model to drive greater and more consistent collaboration between forces and Police Authorities when it is in the best interest of the public they serve
4. Start working with the police and the public to ensure the recommendations of HMIC's report *Adapting to Protest: Strengthening the British Model of Policing* are properly acted upon and act as an agent for change

### Over the next 6 months we will...

5. Ask HMIC to review whether the objective to meet minimum standards on protective services in high need areas by 2009 has been met
6. Implement a specific capability for tackling organised crime in four new regions
7. Improve policing at our borders through the "Active Enhancement" programme

### In the next Parliament we will...

8. Legislate to remove further barriers to effective collaboration
9. Ask HMIC to review whether all forces and Police Authorities are meeting the required threshold standards for protective services by 2011
10. Equip the police to succeed in delivering a safe 2012 Olympic and Paralympic Games
11. Introduce new forms of accreditation for good collaboration activity

## SUMMARY

The police in this country have a broad role. They must prevent and detect crime, and protect and provide reassurance to the public. This means tackling a range of harms that communities may experience, from anti-social behaviour and disorder to organised crime and terrorism. This means, in turn, having an effective policing response in our neighbourhoods, across our regions, and at the national level.

In carrying out their duties the police must, at all times, uphold the rule of law. There are some core tenets of British policing which endure: acting with honesty, integrity, fairness, courage, a commitment to public service, upholding fundamental human rights, and operational decisions being taken free from political interference. These are important in maintaining the legitimacy of the police service and increasing public confidence.

We remain committed to ensuring the police have the right powers, tools and information to protect the public. We recognise the **importance of striking the right balance between individual privacy and protecting the public from harm**. With the police, we will take a principled approach to action in this area to make sure that it is **legal, necessary, proportionate and transparent and that there are robust safeguards and a means of redress in place**.

Building on our reform programme to date, we will sharpen our focus on key areas of what is known as protective services policing. In particular, **we will help improve the police service's effectiveness in tackling organised crime and in dealing with child protection issues**.

**We will encourage, incentivise and remove barriers to collaborative working across police force boundaries**. As part of this, we will implement a new approach to decision-making on collaboration, to ensure that the public gets the best deal possible in terms of reduced risks

and costs. This will be supported by a new centre within the NPIA to collect and analyse data, to better inform decision-making and how forces and Police Authorities can improve public protection.

Where it makes sense to do so, in the interests of efficiency and effectiveness, **the Government will mandate collaborative action by police forces and Police Authorities**. At the same time, we will support and encourage voluntary police force mergers, where this would be in the public interest. **We will also set out some principles which should guide the policing of protest in this country**, reflecting the fundamental tenets of British policing.

## IMPROVING POLICE PROTECTIVE SERVICES

- 4.1 Last year's Policing Green Paper *From the Neighbourhood to the National: Policing Our Communities Together* outlined the Government's approach to improving what is known as protective services policing. This term encompasses specialist activities such as counter terrorism policing, countering domestic extremism, tackling organised crime, protecting vulnerable people, managing major crimes and critical incidents, and public order policing. These are high impact, complex policing activities which are distinguished by the fact that they cannot readily be delivered effectively by local police acting in isolation.
- 4.2 Some of this policing work takes place under the public's radar, but it is nevertheless vital if the direct harm to communities caused by organised criminals is to be reduced, vulnerable people properly protected, and businesses protected against illegal attempts to disrupt their lawful economic activities. If major crimes or incidents do take place, it is crucial that the police have the right capabilities to manage them. This is important in terms of overall trust and confidence in the police service.

- 4.3 The Government's expectation has been that police forces and Police Authorities should make significant improvements in the provision of protective services in high need areas by 2009, and in all areas by 2011. The Government announced £35m of support for this process over the current Comprehensive Spending Review period. We have made clear our expectation that more joint working and collaboration needs to take place if the public is to be better protected. And our view is that forces and Police Authorities must also, when required, look outside their geographic force boundaries and contribute to regional or national endeavours – since this provides a safety net for the public.
- 4.4 Since last year's Green Paper was published HMIC have, in *Get Smart*<sup>25</sup>, undertaken a detailed review of forces and authorities' approach to protective services planning. They found evidence of progress in enhancing capacity and capability to deliver protective services and an increase in collaborations. But overall, HMIC were concerned about the pace of progress and readiness across the police service.
- 4.5 Steps have already been taken to address the concerns about planning raised in *Get Smart*. HMIC have provided targeted support to individual forces; the APA has issued planning guidance; and the NPIA have developed a risk/threat assessment tool and planning model to assist forces and Police Authorities.
- 4.6 Planning is an important first step but we are clear that this needs to translate into genuine action to reduce risks and threats to the public. **We will ask Her Majesty's Chief Inspector of Constabulary to**

**provide his professional assessment, after the completion of the 2009/10 inspection programme, of the progress forces and Police Authorities have made in meeting the 2009 protective services improvement objective, on the basis of the inspection activity they have undertaken. We will then ask HMIC to carry out a full review by April 2011, to determine whether all forces and Police Authorities are meeting the required threshold standards for protective services.** We will expect HMIC to consider this as a performance issue that needs to be managed through their ladder of intervention and support, with a final date of December 2011 for forces and Police Authorities to make the necessary improvements. If there remain shortcomings at that stage, the National Police Protective Services Board (NPPSB) will advise the Home Secretary on the use of his statutory powers of intervention.

- 4.7 As part of our general approach to improving the range of police protective services, we are focusing particular attention on two key operational areas. These are organised crime and child protection.

**a) Tackling the harm caused by organised criminals**

- 4.8 The harm caused by organised crime is felt in communities across the UK. In a recent poll<sup>26</sup> 84% of respondents felt that organised crime was a fairly or very big problem in the UK, and one in three thought it was a problem where they lived. This harm – estimated to cost the UK between £20 billion and £40 billion each year – can take many different forms, from

<sup>25</sup> HMIC (2008) *Get Smart: Planning to Protect*. London: HMIC.  
<http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/psr-thematic-report>

<sup>26</sup> Poll of 1919 adults in England and Wales – Gottschalk, E. (2009). *Public perception of organised crime – results from an opinion poll*. London: Home Office.

lives destroyed by drug addiction to financial ruin caused by fraudsters. The harm caused by organised crime is felt more widely than by those directly involved. If it takes root in a neighbourhood, communities can become trapped in a downward spiral of intimidation, fear and economic decline.

4.9 *Extending Our Reach*, the Government's new strategy for tackling organised crime, was published in July 2009. It recognised the real improvements that have happened over the last four years in tackling organised crime. New technology and new powers to target organised criminals and recover their assets have been introduced, and three successful agencies have been established to work alongside the police in tackling organised crime (Her Majesty's Revenue and Customs (HMRC) in 2005, the Serious Organised Crime Agency (SOCA) in 2006, and the UK Border Agency (UKBA) in 2008).

4.10 There is an increasingly joined up law enforcement response to organised crime and a number of the commitments made in *Extending Our Reach* are aimed at improving collaboration further, including on sharing intelligence so that, collectively, we have a better picture than ever of who is involved in organised crime and of how much harm they are causing. The agencies will then, together, decide how best to respond to have maximum impact on reducing that harm and disrupting the space in which organised criminals operate.

4.11 At a local level, partners working together through CDRPs and CSPs can have a significant impact on the activities and lives of organised criminals. *Extending Our Reach* recommended that we increase the engagement of CDRPs and CSPs in tackling organised crime. As well as taking action to disrupt organised criminals, staff

of CDRP and CSP partners are well placed to harness community intelligence. At the very local level this means neighbourhood policing teams and their partners who play a key role in being 'the eyes and ears' in communities. Local community knowledge can be of great importance to law enforcement agencies and other local partners, such as local authorities, in disrupting organised crime. It can help to create an accurate picture of who is doing what with whom, and to identify opportunities for partners to intervene to disrupt the activity and stop the harm being caused. And just as it is important that we recognise the important contribution neighbourhood level partners can make to tackling serious and organised crime, we also need to recognise the contribution that serious and organised crime work makes to dealing with issues that matter locally, such as where it manifests itself in drug dealing or prostitution.

4.12 Policing capabilities are, of course, vital to tackling organised crime. *Extending Our Reach* set out the Government's expectation that all ACPO policing regions should have a specialist organised crime policing capability in place, the model for which would be determined by the nature of the threat in each region. We have made £2.2m available in 2010/11 to help develop new regional capabilities alongside £4.4m to pump prime the development of new Regional Asset Recovery Teams.

4.13 We are focusing our attention on the four ACPO regions which do not presently have such a specialist capability – the North East, Eastern, South East and South West regions. The Government's expectation is that there should be significant progress by the end of 2009 in terms of developing proposals for building specialist organised crime policing capabilities in these regions, for implementation by April 2010. **We will**



ask HMIC, early in 2010, to assess these proposals and will be looking to the National Police Protective Services Board (NPPSB) to consider progress against this agenda and advise the National Policing Board accordingly, by the end of March next year.

- 4.14 Depending on the progress made by the end of March 2010, the Home Secretary will consider whether it would be appropriate to mandate that forces and Police Authorities establish regional organised crime policing capabilities, in order to improve public protection.

### CASE STUDY: Viper Operations – Policing serious organised crime in the West Midlands

Viper Operations is a collaboration between the four police forces and Police Authorities in the West Midlands region that is part-funded by the Home Office. From January to April 2009 a Birmingham-based organised crime group committed ‘car key burglary’ offences spreading from Oxfordshire in the south to Derbyshire in the north Midlands. The cost of their offending was more than half a million pounds. The regional intelligence unit identified and assessed the regional impact and launched Operation Languish, led by Staffordshire Police but with access to resources from the other forces and partner agencies across the region including West Midlands Police, the Central Motorway Police Group, and the regional intelligence unit.

On an agreed day 100 police officers and staff from two forces executed ten search warrants and arrested ten persons, including the main subjects. Over £10,000 of stolen property was seized, along with cash, weapons and drugs. The main subjects together with another man were convicted in August for burglary offences and sentenced to over 11 years imprisonment, and ordered to pay almost £400,000. The impact on the region’s communities has been innovatively tracked through the media and internet and more detailed work is assessing the impact on the public’s perception of whether the police and their partners are tackling local crime and anti-social behaviour.

### b) Improving the police contribution to child protection

- 4.15 Police forces play a crucial role in keeping children safe, working closely with local partners on Local Children’s Safeguarding Boards (LCSBs). As Lord Laming’s review<sup>27</sup> of the effectiveness of local safeguarding arrangements highlighted, more needs to be done by all those with responsibility for protecting children, including the police service.
- 4.16 **The production of a delivery plan has been announced as a key part of the Home Office’s contribution to the Government’s response to Lord Laming’s review of child protection arrangements.** The National Police Protective Services Board (NPPSB) has agreed that ACPO will lead and own this plan. The plan will examine where performance is strong and consider how that can be replicated in other forces. It will

<sup>27</sup> Lord Laming (2009) *The Protection of Children in England: A Progress Report*. London: The Stationery Office.  
<http://publications.everychildmatters.gov.uk/eOrderingDownload/HC-330.pdf>

also examine where performance is not as strong as it should be and consider what more needs to be done. Although initially focusing on child protection, the plan will also take account of other areas of work to protect vulnerable people, for example domestic violence.

- 4.17 ACPO will report on progress in developing the plan to the NPPSB in January 2010. They will be supported in this work by the Home Office, NPIA, HMIC, and the new National Safeguarding Delivery Unit – a cross-government unit established as part of the Government’s response to the Laming Review to drive forward improvements in child protection.
- 4.18 Although there will be a particular focus on organised crime and child protection work in the coming months, we will also ensure that progress is made in other areas, such as those set out below.

### **c) Information sharing and reducing the risk to the public**

- 4.19 We will continue to act on the recommendations of Sir Ian Magee in his review of criminality information<sup>28</sup> to ensure effective information sharing between the police, their partners and other public protection organisations. Failures around information sharing were a key part of the background to a number of tragic and high-profile cases, including the Soham murders and the recent case of Dano Sonnex. Citizens have a legitimate expectation that the right information will be shared by the right people at the right moment to help keep them and their families safe. The ongoing work to ensure that this expectation is met includes major

initiatives such as the IMPACT programme to enhance intelligence sharing between police forces and the new Vetting and Barring Scheme. Both of these will reach major milestones during 2010 on the way to full delivery, when the roll out of the Police National Database to forces starts and the Vetting and Barring Scheme is introduced to expand the scope of the roles for which a vetting check is required. Continuous updating of police national and local intelligence will ensure that decisions can be reviewed as soon as new information is received.

- 4.20 Much of this key information is personal information. The Government recognises the importance of a proportionate approach which balances public protection with respect for personal privacy and confidentiality. Striking this balance is not straightforward and is one reason why we have appointed Sunita Mason as the Advisor for Criminality Information Management, to provide independent input and challenge.

### **d) Managing major crime incidents**

- 4.21 Although risk can be reduced it cannot be eliminated. So the way that the police respond to major crime incidents, both in terms of investigation and the service they provide to victims, remains an important focus of their work to improve their delivery of protective services. HMIC’s inspection on major crime<sup>29</sup> noted that there had been much progress to report, particularly on homicide which had fallen by 26% over the year before the inspection, following consistent reductions over the last five years. The majority of forces met the ACPO standard for delivering service to

<sup>28</sup> Sir Ian Magee (2008) *Review of criminality information*. London: Home Office.  
<http://police.homeoffice.gov.uk/publications/operational-policing/review-criminality-information>

<sup>29</sup> HMIC (2009) *Major Challenge: A Thematic Inspection of Major Crime*. London:HMIC  
<http://inspectorates.homeoffice.gov.uk/hmic/inspectorate/thematic/major-challenge/major-challenge-report?view-Binary>

victims, families and communities affected by major crime, with four forces exceeding these standards. The inspection also found that most forces had procedures in place to respond quickly to major crime incidents. However, the report noted that there was less consistency and scrutiny of investigations in the areas of domestic and serious violence.

- 4.22 The Home Office announced in April 2009 that a joint Her Majesty's Inspectorate of Constabulary (HMIC) and Her Majesty's Crown Prosecution Service Inspectorate (HMCPPI) inspection of how police and CPS areas investigate rape complaints will be conducted in 2010. This inspection forms part of a series of measures aimed at improving the quality and consistency of rape investigations. Other measures include training for police officers on what to do when a rape is first reported, new joint guidance from NPIA and the CJS for the police and CPS on investigating and prosecuting offences of rape, and support for police forces to ensure that all victims are seen by a specially trained officer within an hour of reporting. The issue of consistency and quality of police investigations into rape complaints is also the subject of a review currently being conducted by Baroness Stern. The Stern Review was announced in September 2009 and will include recommendations on how to encourage more victims to report rape; ensure that more cases progress further through the criminal justice system; fairly increase conviction rates; and build satisfaction and confidence in to how rape complaints are handled. These recommendations are expected early in 2010.

### e) Counter terrorism (CT) policing

- 4.23 There is a continuing and serious threat to the UK from international terrorism. Our updated strategy for tackling this threat, known as CONTEST, was published in March 2009. This set out the Government's comprehensive response to reducing the risk to the UK from international terrorism so that people can go about their lives freely and with confidence. The police are key to this – they have a duty to keep people safe from harm and uphold the rule of law, on which our whole response to terrorism is based.
- 4.24 The police service has recognised the need to be organised differently to more effectively tackle a terrorist threat which is wholly different in form, reach and motivation from that faced previously. As a result, CT policing has entered the next phase of its evolution, but with its development firmly grounded in the core values and predominantly locally-based nature of British policing, and accommodated within the existing constitutional framework for policing in this country. Countering terrorism is a national policing imperative requiring robust national arrangements to be in place. However, it also needs an effective regional and local response; police force and Police Authority leadership and buy-in; and a strong partnership between the police and other local agencies and between the police and the public. Our national security depends on neighbourhood security.
- 4.25 Led by the police service and supported by significant Home Office funding (police CT specific grants totalled over £500m in 2008/09), we have seen the evolution of an increasingly integrated network of regional CT policing resources. This increase in capacity has gone hand in hand with the

regional expansion of the Security Service. The police CT Network is comprised of:

- The counter terrorism command (CTC) within the Metropolitan Police Service.
- Four counter terrorism units (CTUs) based in Manchester, Leeds, Birmingham and Thames Valley comprising regionally-based assets with intelligence-gathering and investigative capabilities.
- Four smaller counter terrorism intelligence units (CTIUs) based in the East Midlands, Eastern Region, Wales, and the South West – which carry out similar functions to CTUs but do not have an investigative role.

4.26 These regional hubs are linked to local special branches within forces and are supported by ACPO's Terrorism and Allied Matters Committee (ACPO(TAM)); the work of a number of ACPO national co-ordinators; and a new National Counter Terrorism Co-ordination Centre. Since 2006, the number of police personnel dedicated to CT work has grown by over 70%. HMIC have concluded that a well located and resourced operational policing platform exists for targeting the top terrorist priorities.

4.27 In March 2009 Office for Security and Counter-Terrorism (OSCT) published the Government's Science and Technology strategy for Countering International Terrorism. This sets out how the Government intends to use innovation, science and technology to 'reduce the risk to the UK and its interests overseas from international terrorism, so that people can go about their lives freely and with confidence'. The next development will be the publication of the NPJA and Home Office strategy setting out the future role of science in policing, which is due in January 2010.

4.28 We are working with the police service to ensure that we have an operationally effective and cost-effective policing response to the terrorist threat, and other threats to our national security, safety and economic interests.

#### **f) Border Policing**

4.29 Last year's Green Paper consulted on ways to improve border security, predicated on exploring which model of policing should best operate alongside UKBA at our borders. There are broadly three main border policing functions: Special Branch – responsible for national security and counter terrorism; protective security – securing the infrastructure of ports; and general policing – dealing with crime and disorder. The Green Paper consultation elicited a range of views. We did not see that a compelling case had been made at that time as to the operational benefits to be derived from fundamental structural change when set against the costs and upheaval involved. There was, though, a general acknowledgement that more could be done to improve further co-operation and collaboration at our borders.

4.30 As a result, and building on a wide range of existing work – including the introduction of the e-Borders and biometric visas programmes to improve our knowledge about movements across our borders – we are engaged with ACPO on what is known as the 'Active Enhancement' programme to strengthen further our border policing arrangements. This programme is focusing initially on counter terrorism and Special Branch activity, which involves:

- a) Building a stronger role for border policing within the Police Counter Terrorism Network of dedicated regional Counter Terrorism Units and



Counter Terrorism Intelligence Units, which are closely linked to local police forces' Special Branches.

- b) Improving national consistency of standards and better co-ordination of border policing; and
- c) Building on the current collaborative approach between UKBA, the police and other key partners, including more joint working on tasking and operations, intelligence sharing and taking opportunities for more shared training and inter-agency staff secondments.

4.31 Within the 'Active Enhancement' programme, a specific piece of work is underway to improve the quality of the police service's use of powers contained in Schedule 7 to the Terrorism Act 2000, allowing the examination of passengers at ports. **This work, to be completed by the end of March 2010, is designed to improve consistency in the application of these Terrorism Act powers, to ensure that they are used proportionately and to improve public confidence.** It will involve advice to the public; new practice advice to police officers; and a new national oversight framework for the use of the powers. We are confident that our work with ACPO will result in tangible improvements to security and public protection at our borders.

#### g) The 2012 London Olympic and Paralympic Games

4.32 The 2012 Olympic and Paralympic Games are likely to be among the largest, most complex security operations undertaken in the UK, raising challenges for public order, crowd management and safety, crime, emergency planning and counter-terrorism. The Games will be a nationwide event and police forces across the UK will have a role.

4.33 Security preparations for the Games are already well advanced, drawing upon the broad experience of the police and other services in managing major events on a daily basis. Planning is based around flexing arrangements for business as usual while ensuring that a satisfactory level of service is maintained across the country. The Home Office will continue to work closely with ACPO and the APA to ensure that police capacity is sufficient to meet the security challenge and that appropriate national coordination structures are in place. The Games will be a major test of the police service's ability to deliver many of these protective services to the necessary standard – being able to meet minimum standards by 2011 will therefore be an important element of ensuring preparedness for the Olympic and Paralympic Games.

#### h) The right to peaceful protest

4.34 The public have a right to expect the very highest standards of service from all police officers and staff with whom they come into contact. This applies as much to policing at big public events as to neighbourhood policing. While the series of recent reviews into the policing of protests acknowledged the professionalism of the vast majority of police officers in policing such events, they also highlighted the need to learn some key lessons. The impact that a single image or incident can have on public confidence in the police highlights the importance of supporting every police officer in learning those lessons.

4.35 There are a number of forthcoming big public events, notably the Olympics, which make it critical for all forces to apply common standards to public order policing. It is also right that we have a clear statement of the principles that must underpin the policing of protest so that there is clarity of expectations for frontline officers, for

police commanders, for those who want to exercise their right to protest and for local communities affected by protest.

4.36 The Government welcomes HMIC's comprehensive report *Adapting to Protest: Strengthening the British Model of Policing* as a significant contribution to the future direction of the policing of protests, and we will be working closely with the police and the public to ensure the recommendations are properly acted upon and act as an agent for change. We are clear that the policing of protest needs to be built on the key founding principles of British policing – that is community policing and policing by consent. The Government is also clear that a human rights based approach to the policing of protest is needed in order to comply with the law, to support these founding principles of British policing, and crucially to provide a practical framework for the police to resolve any areas of conflict.

4.37 In practice this means:

- The police and all public authorities must start from a position of supporting those who want to exercise their rights to peaceful protest. Those seeking to exercise their right to protest should act responsibly and look to work constructively with the police.
- Rights worth having are unwieldy things. The public can expect some inconvenience and nuisance as a consequence of the state upholding those rights. This is a hallmark of an open, democratic society.
- Policing of protest needs to be founded on good communication between police and protest groups drawing on community style policing, as opposed to a continental-type approach based on 'distance control' and a more paramilitary policing culture.

4.38 To be equally clear about what a human rights based approach does not mean for the public, and to dispel some myths: it does not mean 'anything goes' policing; nor does it mean the police cannot intervene in protest activity; nor that violent or intimidatory behaviour is in any way tolerated. Rather it means the police operating in a framework that balances the rights of protestors against the wider rights of communities. Protests should not, and will not be, unfettered if there is a threat of serious public disorder or serious disruption to communities. In practical terms this means police and public authorities complying with the tests set out in the Public Order Act 1986, read against the Human Rights Act 1998, which is consistent with a framework for balancing rights.

4.39 **ACPO is already working and consulting on revised and updated public-facing guidance to support these principles.** This guidance will cover the following

- how the police and protestors can improve their communication with one another, building on the police use of new media at protests over the summer
- how Chief Constables can ensure that officers in uniform are clearly identifiable at all times to the public they serve
- what images and data on protestors the police can gather and what can be retained and
- the proportionate and appropriate use of police powers, tactics like containment and the police use of force.

4.40 For the public this means 'no surprises' policing. It means both ahead of and during protests, better information for protestors

and local communities about the policing approach and why that approach is being taken. It will mean a de-escalation of the tensions that sometimes occur at protests, a fall in the disorder that can take place, a safer environment for police and public, and fewer complaints about policing of protest. All this is dependent on the co-operation of those exercising their right to protest.

- 4.41 The Home Office will be seeking ACPO support to issue a statutory code of practice on public order to ensure revised guidance is followed by all forces, and to reaffirm the key principles around balancing rights and using proportionate force in public order policing. We will also work with the APA to ensure that strengthened Police Authorities have the knowledge and skills to fulfil their role of holding police forces to account on the policing of protest, as with other areas of policing. While the lessons from the reviews into policing of protest are already being picked-up and applied by police forces at events like the Climate Camp held at Blackheath over the summer, updated guidance, advice for Police Authorities and any Code of Practice will be finalised and published by June 2010.

### **DELIVERING BETTER, AND MORE EFFICIENT, SERVICES THROUGH COLLABORATION**

- 4.42 To ensure the public are protected by the police, and receive a high quality and cost-efficient service, forces and Police Authorities have been increasingly delivering services in collaboration with each other. This applies particularly to the group of activities known as “protective services” covered in this Chapter.

- 4.43 We have sought to make it easier for forces and Police Authorities to collaborate by amending and improving the legislative framework within which collaborations take place. However, we need to go further if forces and Police Authorities are to meet the objective of achieving the protective service threshold standards in all areas by 2011, and to ensure that more services are delivered through collaborations where it will lead to the public being better protected and a more efficient use of resources.

### **THE ‘INFORMED CHOICE MODEL’**

- 4.44 We announced in last year’s Green Paper that we intended to review the levels at which different police functions are delivered. HMIC were subsequently commissioned to undertake this work<sup>30</sup> which found that:
- There were at least 720 joint ventures between forces and Police Authorities.
  - These accounted for 9.5% of total annual spending of forces and Police Authorities in England and Wales – double the level in 2005/06;
  - Collaboration has grown organically rather than systematically.
  - The strongest performance on organised crime was in those forces/ Authorities that had established dedicated collaborative functions.
  - Forces and Police Authorities supported the idea of collaboration in principle but often struggled in practice.

<sup>30</sup> HMIC (2009) *Getting Together: A Better deal for the public through joint working*. London: HMIC. <http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/getting-together-report.pdf/>

### CASE STUDY: Collaboration on Police Air Operations

England and Wales currently has 28 Police Air Support Units, operating 33 aircraft. These cost in the region of £45 million per year to run and about £12.5m per year in capital costs for new aircraft. The Home Office pays 40% of capital costs; Police Authorities have to find the rest of the capital costs and all the running costs. Local and regional delivery of air support varies across the country with a range of performance indicators, operating hours, system capabilities and supply arrangements in use, resulting in a fragmented approach to equipment procurement and management of assets.

ACPO has conducted an extensive review of air support. The conclusion of the review is that a national approach is needed to fund and organise police aviation, in a more coherent way, to deliver greater operational effectiveness. National governance would mean that funding and management of police aviation assets would be undertaken nationally, while operations would be agreed locally with forces, under a regional construct. It is estimated that this approach would enable the size of the active aircraft fleet to be reduced from 33 aircraft to around 26, saving nearly £18m per year in running costs and over £5m per year in capital costs and at the same time provide better overall air support coverage in England and Wales. We expect rapid progress to be made over the next 18 months to take forward the review and to establish a nationally managed air support service. The Home Office will part fund an ACPO and NPIA project team to develop the national management structure.

- 4.45 HMIC's report outlined a new model of 'informed choice' to overcome barriers to collaboration in order to get the best deal for the public in terms of reduced risks and costs. It is based on the principle of empowering forces and Police Authorities with sufficient facts, figures and learning to choose the model that best suits their needs, whilst also enabling the Government and leaders of the Service to identify areas of persistent high risks or costs and take action if individual forces and Police Authorities choose not to collaborate. It proposed that this be overseen by a new governance framework.
- 4.46 **The Government endorses this 'informed choice' model and will put it into practice in terms of improving police protective services.** We have already established a new governance body – the National Police Protective Services Board (NPPSB). We will work with the NPIA to establish and operate a new protective services and collaboration support centre to collect, collate and analyse evidence, data and information relating to the way in which police forces deliver services either in isolation or through collaboration (locally, regionally or nationally). This information will be made available to forces and Police Authorities through a new collaboration website. The new centre will also lead on providing capability support to forces, in enabling national infrastructure to assist collaboration, supporting national procurement frameworks (see also Chapter 6) and providing common standards and guidance.
- 4.47 The Government's expectation is that forces and Police Authorities should use this information to consider whether they



are delivering their services in the most effective and efficient manner possible, specifically by considering whether they ought to be entering into collaborations with others in order to either improve their operational effectiveness and reduce the risk of harm to the public, and/or deliver a similar level of service more efficiently. Where that is the case, our expectation is that forces and Police Authorities would develop and enter into collaboration agreements in accordance with the forthcoming new statutory guidance on collaboration.

- 4.48 The NPPSB would also take an active role, as advised by HMIC and NPIA, in challenging forces and Police Authorities when they have chosen not to collaborate in particular instances. Finally, in exceptional circumstances, the NPPSB could conclude

that there was an overwhelming case that public protection, or public finances, would be better served through collaboration, and advise the Home Secretary accordingly on the use of statutory powers to direct forces and Police Authorities to collaborate. This approach is consistent with the conclusions of the Home Affairs Committee<sup>31</sup> that reiterated its “support for the Government to require collaboration in protective services where this proves necessary”.

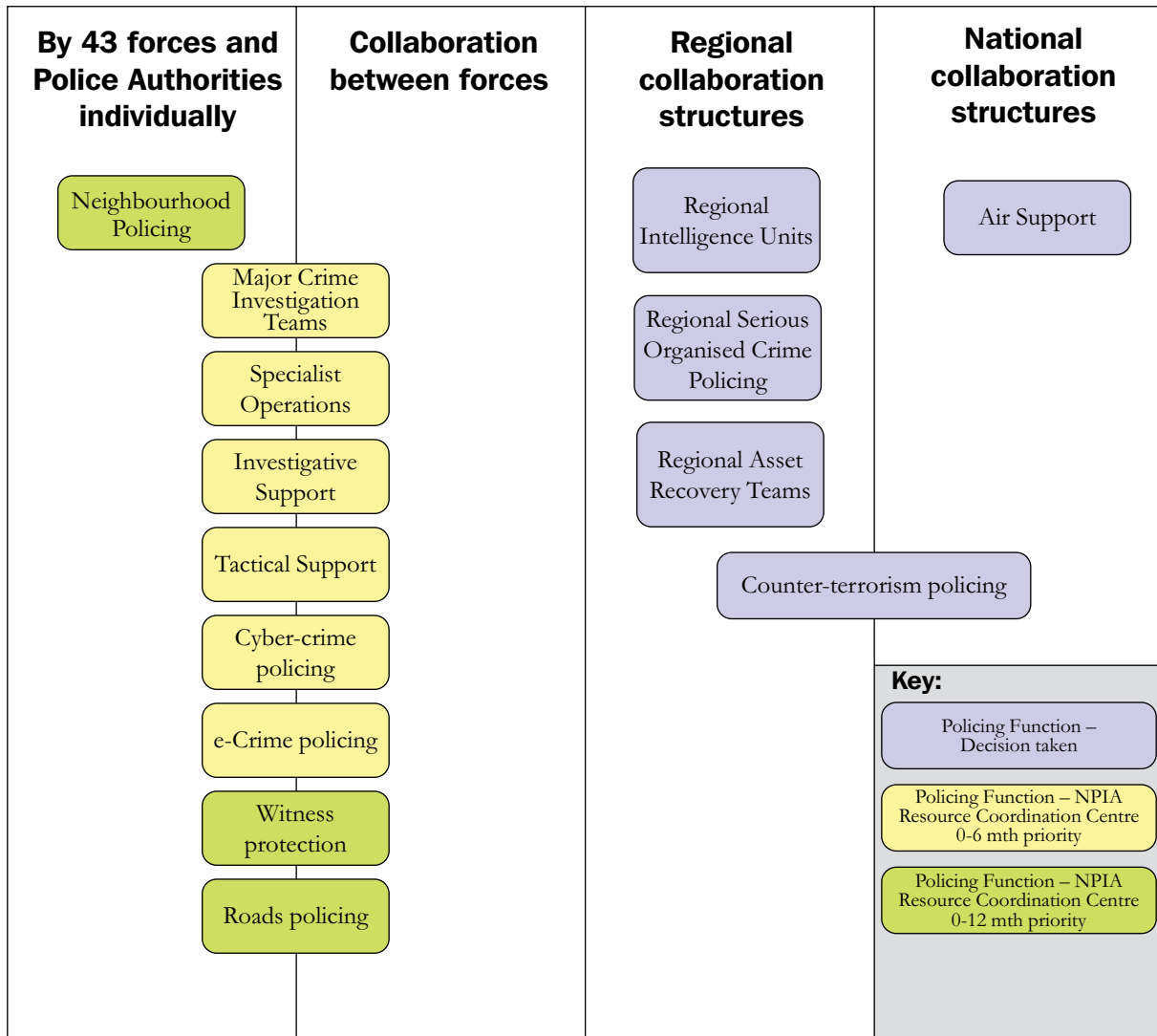
- 4.49 The diagram below sets out the current position on protective services collaboration decisions under the Informed Choice Model. We will work with our stakeholders within six months to reach an agreed position on this, including determining the priorities of the NPIA Collaboration Support Centre analysis.

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<sup>31</sup> Home Affairs Committee (2008): *Policing in the 21st Century – 7th Report of Session 2007/08*. London: House of Commons. <http://www.parliament.the-stationery-office.co.uk/pa/cm200708/cmsselect/cmhaff/364/36402.htm>

**Protective Services – Informed Choice Model**

*Collaboration decisions and priorities for the NPLA Collaboration Support Centre*



4.50 Where forces have come together to form a collaboration, we will still ensure that the public can hold an individual force to account for their actions, through Police Authorities. The public will be able to access the basic terms of the work on which forces are collaborating, as the forces will be required to publish a collaboration agreement. We propose to use provisions in the Policing and Crime Act 2009 to support the public in holding forces responsible, even where services are delivered in conjunction with another force.

4.51 **We will further support the rights of the public by making forces more accountable for the delivery of services in the most effective and efficient manner possible.** This was a recommendation in HMIC's *Getting Together* report, which we believe reflects a legitimate public expectation. Therefore, where forces and Police Authorities decide not to follow advice from the National Police Protective Services Board to collaborate on a given issue, they will be required to publish an account of their decision, including

consideration of the effectiveness of public protection and cost effectiveness, providing a proper justification for a decision to deliver the service in isolation.

- 4.52 **We will further encourage collaboration by looking at the potential for regional ACPO appointments to oversee collaborations and protective services delivery.** Wales has appointed a Deputy Chief Constable with oversight on these issues, reporting directly to the four Welsh Chief Constables, and the East Midlands is following a similar route. We believe that this is a model that could be encouraged more widely, and the NPPSB will undertake further work to explore whether this approach should be rolled out nationwide and to identify and remove barriers, including around the process for joint ACPO appointments.
- 4.53 We will also further incentivise and remove barriers to collaboration. We will introduce an accreditation system within six months of the statutory guidance on collaboration coming into force (see below), that publicly acknowledges those forces and Police Authorities that are taking steps to deliver services more efficiently and effectively through collaboration. This will be an opportunity to identify and publicise examples of effective practice and innovation in public protection. **We will also examine ways in which forces and Police Authorities can be rewarded for successful collaborations,** for example by looking to combine existing grant agreements for centrally-funded collaborations in order to allow the leaders of these collaborations greater freedom and flexibility in how the funding is used to deliver the required outcomes.

- 4.54 We have, in the Policing and Crime Act 2009, significantly strengthened the legislation under which forces and Police Authorities collaborate, and we will build on these improvements by publishing statutory guidance and an accompanying toolkit on collaboration in line with the commencement of the Act's provisions. Taken together, this will provide forces and Police Authorities with both clarity and detail regarding the legal expectations and processes for collaboration, and practical advice and tools in order to make collaboration easier. In particular, it will set out the requirements to ensure that appropriate accountability arrangements are in place so that Police Authorities, on behalf of the public, can ensure that services delivered through collaboration are given as much scrutiny as those that are delivered in isolation. It will offer advice as to how they should manage issues relating to bringing together staff and officers from different organisations in order to manage workforce arrangements, and processes and systems relating to finance, HR and ICT.

- 4.55 With our key partners we will, by the end of 2010, consult on whether there are any remaining obstacles to collaboration, particularly in the areas of accountability and managing the challenges that arise where collaborating organisations have different processes, systems and arrangements. This may include legislation to place collaborations on a more independent statutory footing, and to make changes to the Police Authorities' powers to delegate their functions. In doing so, we will work with the Staff Associations and trade unions to ensure the interests of their members are fully considered as part of any discussion about whether we should move to place collaborations on a more independent statutory footing.

## VOLUNTARY MERGERS

4.56 We know from HMIC's Thematic Report *Closing the Gap* in 2005<sup>32</sup> that there are some instances where public protection would be enhanced through the merger of police forces to create larger 'strategic forces'.

4.57 In order to deliver their duty to provide services for the public in the most efficient and effective manner possible, the Government expects all forces and Police Authorities to have explored all options, including whether public protection would be better served through a voluntary merger, a major transformation of the force's service delivery, use of lead force arrangements for particular functions, and/or deeper or wider collaborative arrangements.

4.58 We would expect Police Authorities to think carefully, as part of any merger, about how to manage the costs involved, and ensure that they have thought about all the associated issues, including any civilian staff pension liabilities that might arise from a merger. They should also continue to protect council taxpayers from excessive increases, demonstrating how their precepts will be combined, either immediately or over a number of years.

4.59 So we will continue to support mergers where there is a both a strong operational need, and full support from all the forces and Police Authorities involved. The Government acknowledges that, for many forces and Police Authorities who wish to merge, the differential between the amount of police precept council taxpayers pay in each area, and the need to meet start-up costs that will release longer term financial

savings, present substantial obstacles to the rapid creation of a coherent single force.

**Following the successful approach adopted for local authority restructuring in recent years, the Government will therefore consult on regulations to allow merging authorities to equalise their council tax precepts over a number of years.** Such an approach would ensure that, where mergers take place, the new authority would not see any loss of council tax income, as compared with the situation had the predecessor Police Authorities remained separate, whilst continuing to provide protection to council taxpayers.

4.60 **The Government will also consider mechanisms to help Police Authorities manage the upfront costs of reorganisation.**

4.61 The work will take place in conjunction with ACPO and the APA and will be concluded by April 2010.

4.62 There are four principles by which we would support any such merger:

- a) It must be voluntary – the Government will not support any merger proposal that does not have the full backing of all the forces and Police Authorities concerned.
- b) It must be self-funded – although start-up costs for a merger are likely to be eclipsed by efficiency savings over the longer term, these costs would need to be met by the participating Police Authorities.
- c) It must increase the likelihood of achieving the minimum standards on protective services, as well as strengthening delivery of the Policing Pledge and neighbourhood policing.

<sup>32</sup> HMIC: *Closing the Gap: HMIC Thematic Report (Sept 2005)*.  
<http://inspectorates.homeoffice.gov.uk/hmic/inspections/thematic/ctg/>



- d) It must have the support of the public – participating forces and Police Authorities must take steps to ensure that the merger has the confidence of the communities they serve and that the community both understand and support transitional precept arrangements.

4.63 To support those forces and Police Authorities that wish to explore voluntary merger options in greater detail, **the Home Office will make available a ‘voluntary merger exploration fund’ of £500k to which forces and Police Authorities may apply before April 2010.**

## POLICING ROLES AND RESPONSIBILITIES

4.64 The governance and accountability arrangements for the Police Service in England and Wales reflect the complexity of policing in this country. The arrangements are a product of history, political and societal change, and of our constitutional position. Governance rests on what is traditionally known as the ‘tripartite arrangement’ where, broadly, in terms of respective roles:

- **Chief Constables** have operational responsibility for their forces which are, in law, under their immediate direction and control. Final decisions on operational policing matters and the deployment of resources and officers are, ultimately, the Chief Constables’ responsibility.
- **Police Authorities’** primary role is to ensure that an efficient and effective police force is in place for their area and to hold the Chief Constable to account on behalf of local people. Police Authorities are responsible for monitoring and scrutinising force performance and ensuring continuous

improvement in the service they provide. They are required to ensure that appropriate arrangements are in place to consult the public about policing issues; and to publish an annual policing plan outlining priorities. It is a Police Authority’s responsibility to set, manage and be accountable for the force’s budget and it has particular responsibilities in terms of ensuring that forces deliver their obligations under human rights and equality and diversity legislation. Police Authorities also have a key role in the appointment and discipline of senior police officers.

- The **Home Secretary** has responsibility for setting the strategic direction and national framework for policing in England and Wales; promoting overall police efficiency and effectiveness; setting annual strategic priorities – to which all Chief Constables and Police Authorities have to have regard – and performance imperatives; providing appropriate funding in the shape of grants from central government; and ensuring that the police have the legal powers they need to fulfil their role.

4.65 There are some other national bodies with key roles too, for example the National Policing Improvement Agency which supports change and improvement across the police service, and delivers major national services; and Her Majesty’s Inspectorate of Constabulary, which, following proposals in last year’s Green Paper, is taking a clearer role as a fierce advocate of the public interest. There are associations representing the interests of Chief Officers (ACPO) and Police Authorities (APA) who also play national roles, in particular through the National Policing Board chaired by the Home Secretary.

- 4.66 This is a complex, and changing, picture. In terms of who is responsible for what in policing, the Government's recent reforms have been about establishing an enhanced role for Police Authorities; a clearer and more robust role for HMIC; and a more strategic role for the Home Office. In pursuing all these changes though, we have been mindful of the need to uphold a key tenet of British policing – the ability of Chief Constables to make operational decisions without political interference.
- 4.67 The changes do not end here. For example, the new ACPO President has already confirmed that he is considering how ACPO should be structured, organised and funded and the national role it should play in policing. Similarly, the new Chair of the APA has made it clear that he wants the Association to develop a stronger role in supporting individual Police Authorities to improve their capability. The inspection of Police Authorities by HMIC and the Audit Commission from September 2009, will provide robust assessments of where performance needs to improve and the Home Office is supportive of the APA's intention to take a more active role at national level in using best practice to drive up standards. The Government stands ready to work with tripartite partners on proposals for future changes.



*Courtesy of West Midlands Police*





# Chapter 5

## Improving efficiency and capability and cutting bureaucracy

### We will immediately...

1. Legislate to reduce the paperwork involved in completing stop and search encounters
2. Challenge forces and Police Authorities to remove locally created bureaucracy
3. Develop regulations to establish a duty on Police Authorities to produce a Value for Money Statement as part of their annual planning process beginning in 2010/11
4. Require all forces and Police Authorities to procure prescribed goods and services from national procurement frameworks

### Over the next 6 months we will...

5. The Independent Reducing Bureaucracy Advocate will publish her findings into criminal justice unit processes
6. The NPIA will review its training programmes and consider if new programmes are required to emphasise the importance of taking a balanced view of risk and building confidence to respond in a proportionate and professional manner
7. The NPIA will review the range of process driven tasks currently allocated to the custody officer and identify which can be carried out by trained civilians in support of the custody officer
8. Launch a Public Value Programme that will, working closely with the service; identify opportunities to go even further to maximise value for money, reporting at Budget 2010
9. Roll out a framework that forces can use for assistance on business process improvement
10. Ensure that proportionate crime recording is adopted by all police forces by March 2010
11. Start a programme of work that will help the Service deliver savings of at least £545m per annum by 2014, with savings of at least £100m from 2010/11

**In the next Parliament we will...**

12. Adopt a national procurement framework for police vehicles, including a standard 'beat car' for all forces to use
13. Adopt a national procurement framework for body armour for all forces to use with appropriately designed equipment for both male and female officers
14. Save at least £70m on police overtime and at least £75m by improving back office support services per annum
15. Save at least £400m on police procurement and IT per annum
16. Adopt a single national uniform for police officers and a distinct single national uniform for PCSOs
17. Work towards a national police IT infrastructure by 2014

## SUMMARY

We will deliver better value for money and achieve **more** frontline delivery through **improving business processes, cutting bureaucracy and securing better deployment**, at the same time saving money by **reducing overtime**. We are ending the current system whereby the goods and services needed for policing may be bought in 43 different ways across the country. We will make savings through **national frameworks for procurement** which forces and Police Authorities will be required to use.

The **Information Systems Improvement Strategy** for the police will require that all spending on IT infrastructure and other ICT should be consistent with the nationally agreed ISIS frameworks. Mandation or direction will be used to ensure compliance when necessary. **Partnership working** will be ever more important. Key to delivering the commitments set out in this Chapter will be strong partnership working with other forces and Police Authorities. But forces and Police Authorities will need to work alongside other local partners and we are encouraging forces and Police Authorities to work with their public sector partners to achieve better outcomes for citizens to improve value for money. This also means working better with the

criminal justice agencies and LCJBs to improve systems and processes at a local level.

Forces and Police Authorities will, of course, **innovate and make improvements locally and save money by simply being more frugal**. We encourage this – and we can help spread the word about how to do things better to other forces and Police Authorities. The taxpayer, nationally and locally, has a right to see that forces and Police Authorities are making the most of every pound invested. That is why we will require each Police Authority to publish in its next local policing plan a **Value for Money Statement** setting out how the force is doing more with its money.

HMIC and Audit Commission **inspections of authorities and forces will focus on value for money. In their respective roles and in their joint work they will be focused on assessing vfm in policing** – with HMIC particularly focusing on the best use of the police workforce and how authorities and forces are preparing and delivering savings for April 2011 onwards. The first **Value for Money profiles** recently made available to forces and Police Authorities by HMIC provide them with comparative benchmarking information to help them focus their effort on making real and sustainable improvements.

## DELIVERING VALUE FOR MONEY

5.1 Since 1997, the Government has invested more than ever before in the police service. Government grant for the police will have increased more than £3.7 billion (over 60%) between 1997/98 and 2010/11. There are 16,000 more police officers and 16,000 new Police Community Support Officers. Building on that investment, the taxpayer will expect the police service to maintain and improve further front line delivery, while saving money on police support services. There is also scope to improve services at the same time, for example through better, more joined up IT. This Chapter sets out how the Government, Police Authorities and the police service will work together to do this.

5.2 The Government also welcomes the first full report by Jan Berry, the **Independent Reducing Bureaucracy Advocate**, published on 2 December 2009. This White Paper sets out the Government's initial response to her findings.

5.3 This Chapter sets out how we are:

- a) Helping the frontline to deliver more
- b) Boosting capacity by reducing bureaucracy
- c) Buying goods and services better and cheaper
- d) Saving money and doing more through better IT
- e) Streamlining support services
- f) Enabling the service to improve value for money and show the taxpayer that this is happening.

5.4 Through this programme of work, the Service will deliver savings of at least £545m per year by 2014. We expect the Service to deliver at least £100m of these savings in 2010/11 and to use the guaranteed revenue funding in 2010/11 to plan and prepare for greater ambition from 2011/12 onwards. With the police service, and through the Public Value Programme's work on policing, we will look for further opportunities to make greater gains in the ways set out in this White Paper and through additional means. This will report at Budget 2010.

### a) Helping the frontline to deliver more

5.5 The police service has a good record on operational delivery – as shown by falling crime, and now rising public confidence. The Service has also done well in improving efficiency. However, money will be tighter in the next few years, and there needs to be a particular focus on making sure that we get the most for every pound spent, and that the best possible use is made of every police officer and member of staff.

5.6 As Sir Ronnie Flanagan's Review<sup>33</sup> and last year's Policing Green Paper<sup>34</sup> made clear, it is vital that the Service ensures that it has the right person in the right place – and at the right time. Over 80% of police service revenue spend is on officers and staff. The need to get the most from taxpayers' money means that any public service which spends so much of its resources on its people needs to secure the best possible deployment of the workforce. To improve delivery, in tighter financial circumstances, will need every operational police manager to put this at the heart of their responsibilities.

<sup>33</sup> Sir Ronnie Flanagan (2008) *The Review of Policing: Final Report*. London: Home Office.  
<http://police.homeoffice.gov.uk/police-reform/flanagan-police-review>

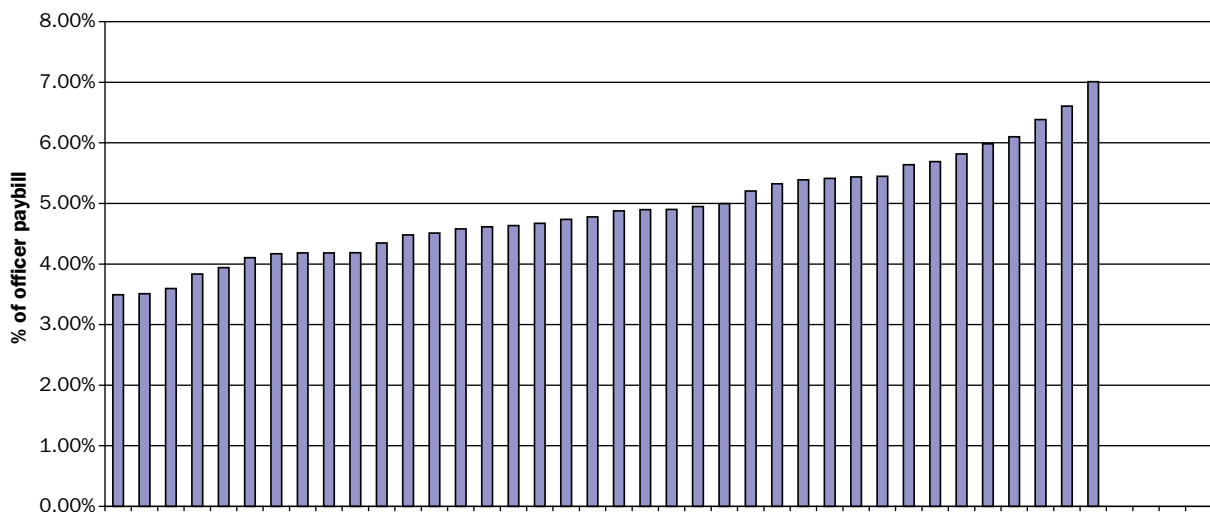
<sup>34</sup> Home Office (2008 Green Paper:) *From the Neighbourhood to the National: Policing Our Communities Together*. London: Home Office.  
[http://police.homeoffice.gov.uk/publications/police-reform/Policing\\_GP](http://police.homeoffice.gov.uk/publications/police-reform/Policing_GP)

5.7 There has been progress on better and more innovative deployment but it needs to happen more quickly and more widely. This applies to all policing functions – for example response teams, neighbourhood policing and the CID. It means getting the right structures to deliver policing services, optimising shift patterns, and also looking at innovative methods such as the Metropolitan Police Service’s use of Special Constables on Friday and Saturday nights. The aim is to match the mix and use of the police workforce to the demand for policing – the visible demand at busy times of the week, the public’s local priorities and the sometimes less-visible demands of dealing with risk, threat and harm to the public.

5.8 The needs of the workforce are an important issue in looking at working patterns. But the top priority must be meeting the needs of service to the public – and we should not forget that serving the public is what motivates people who join the police.

5.9 Overtime can play a useful role in providing flexible policing. For example, it can play a necessary part in responding to unexpected major incidents which the police need to deal with. However, it can also arise from less than optimal deployment or inefficient working practices. Total spending on overtime has increased significantly, despite the large increases in the size of the workforce. There is also a wide range of variation between forces in the relative size of the overtime bill.

5.10 Total spending on officer overtime in 2007/08 was £413m. Estimates for 2008/09 indicate that the Service has made progress in reducing the size of national spending on overtime. This is good news but the Government expects the service to go further in reducing the size of the overtime bill by 2013/14. We expect forces and Police Authorities currently at or below 4% of their paybill to continue to make further reductions by better organising their workforce to meet demand and by ensuring that internal management processes are



Source: CIPFA Statistics (actuals) 2007/08 (figures available for 38 out of 43 forces only).



robust. For those currently above 4% we want to see rapid progress towards that figure, with the highest spenders making reductions each year of at least 5%.

**Further progress across the service of this kind could realise at least £70m, by 2013/14.** We believe that all forces and Police Authorities can set themselves challenging targets to achieve this reduction and will set them out in their Value for Money Statement.

- 5.11 The HMIC *Working for the Public* inspection in 2010 will look at the issues outlined above and more widely at whether forces and Police Authorities are leading, organising and developing their workforce to be as productive as possible in working for the public. Progress on helping the frontline to deliver more will need to be reflected in each Police Authority's Value for Money Statement.
- 5.12 We recognise, in discussions with stakeholders and many of those interviewed as part of the research project stated, that the regulations on the payment of overtime were overly complex and difficult to interpret. This should not be an excuse for inaction, and the Government and partners will consider how to simplify the rules around police officer overtime.
- 5.13 In order to increase value for money in the police service it is particularly important to improve the processes through which police officers and staff do their day-to-day work. By improving these nuts and bolts processes, we enable our officers and staff to do more to deliver for the public. This is partly about learning how to understand, measure and improve the processes themselves. However, it is also about

changing culture and leadership – this work needs strong sponsorship by senior leaders but it also requires learning lessons from the officers and staff that carry out the processes every day, and who know what works and what does not.

- 5.14 The Quest programme has involved 15 forces in intensive front line process improvement work. This has yielded significant increases in delivery (for example 15% improvements in response times) whilst saving money. Additionally, a number of forces have also made use of business process improvement approaches separately from Quest supported by the NPIA, notably in forensic processes and in the national workforce pilots, both of which have demonstrated significant efficiency and effectiveness benefits.

**Remote Transmission Technology (RTT)** was delivered by the National Policing Improvement Agency in August 2009 and so far has been taken up fully by 12 forces, or as a pilot in another 24. The project combines high street technology with secure police networks to transfer fingerprint data between departments and front line users for the first time.

It has reduced not only the time taken to send fingerprint lifts from scenes of crime through to Fingerprint Bureaux but also the time taken to receive and process them by allowing for the transfer of electronic images directly into police force fingerprint bureaux. The process previously relied on the physical transportation of prints to force headquarters which took around 17 days. It now takes two days on average; greatly increasing the likelihood of recovering stolen goods and identifying offenders more quickly.

An example of the way in which this technology has demonstrated its worth was in Sussex where, following a particularly violent aggravated burglary, the Crime Scene Investigators identified an individual within an hour and a quarter of sending off the fingerprints from the crime scene.

The investigative officer was then able to work across the force border with colleagues from the Metropolitan Police Service to successfully apprehend the individual and recover the majority of the stolen goods.

The reduction in processing time and increased efficiency in dealing with fingerprint identification has the potential to produce significant efficiency savings across the 43 forces once it has been fully rolled out.

5.15 The Government expects all forces to make process improvement a focus of their approach to value for money. By 2013/14 we expect the police service to have used process improvement to increase its delivery to the public by an equivalent of at least around £0.5 billion a year, equivalent to increasing the size of the police service by some 10,000 officers. Continuous process improvement must become a core part of how the police service works. We expect Police Authorities to hold their forces to account for this.

**Avon and Somerset** police has used Operation Quest to streamline the crime management and investigative processes, thereby freeing up frontline resources. It has also improved the tasking and productivity of specialist resources, realising opportunities to make value for money improvements. The work streams are being piloted on one district with the intention of rolling out across the force by August 2010. Benefits achieved include:

- Increase in crimes called in from the scene (currently from 13% to 45%) by improving the accuracy of the reports, reducing time at the police station and increasing visibility
- Streamlining the crime management process by redeploying resources in to crime investigation; reducing the number of decision points in determining how a crime should be investigated, thereby reducing the number of crimes allocated to front line officers (reducing workload – 45% less crimes and greater capacity to respond to grade 1 and 2 incidents)
- Better targeting of CSI tasking and performance management resulting in time released to focus on quality recovery of forensic evidence to improve identifications and conversion rates. A reduction in sunk costs by reducing the no further action rate of forensic packages (each package costs about £2,500)
- Surveillance resource: by redirecting resources to support districts' unmet need for surveillance capacity
- Firearms resource: by improving servicing to districts' need to tackle high risk individuals, particularly threat to life, gun crime and knife crime

Quest has worked alongside workforce modernisation including by:

- Increasing the number of police staff involved in major crime investigation in a workforce consisting of 70% police staff and 30% police officers, with better opportunity for career progression within the specialism for police staff
- Ending reliance on abstracting officers from BCUs to support major investigations
- Instituting a demand led shift system to better match workforce availability to demand, instead of the former 9-5 working pattern that relied on overtime for additional cover

5.16 We are also working to reduce the need for dependence on external support for business process improvement, without moving so fast that knowledge and capability is lost rather than fostered. We need too to ensure that the process improvement approach is systematically spread more widely across different forces and different policing functions. This includes use of business process improvement as part of capability support to forces. We also need to enable the Service as a whole to learn from process improvement work – for example spreading knowledge more widely on the levels of service that can be delivered from good processes. Accordingly:

- we continue to encourage all forces to use rigorous, culture-changing business process improvement approaches including those they take forward purely locally
- the NPIA, continuing to work closely with the Home Office, ACPO and the APA will in Spring 2010 take the lead on spreading process improvement across the police service
- the NPIA will launch a Centre of Excellence for business process improvement which will provide advice to forces on effective approaches to business process improvement
- we are providing a “franchising” route for forces to procure business process improvement support with a choice of suppliers
- the NPIA will shortly pilot approaches to delivering business process improvement projects with less external support

- we will continue to work with forces and Police Authorities using the familiar Quest model.

5.17 Our expectation is that most business process improvement projects will look at where most of the money is spent in policing – the frontline. However, we also expect business process improvement to play a key role in making savings in the back office.

#### b) Boosting capacity by reducing bureaucracy

5.18 The Government is determined to boost the capacity of the police service by reducing red tape and freeing it from unnecessary bureaucracy. We have already helped free capacity in the police service by scrapping the previous wide range of top-down numerical targets for each force, replacing these with the single target to raise public confidence. In Sir David Normington’s *Data Burdens Review*<sup>35</sup> we have also delivered the Green Paper commitment to reduce by up to 50% the amount of data that the Home Office collects from police forces. This has been achieved by cutting out altogether or significantly reducing 36 data streams, such as the requirement for officers to complete time-sheets as part of the process of Activity Based Costing – this alone has freed an estimated 260,000 police hours. We have placed a moratorium on requests from the Home Office for new data collection and have put in place an internal ‘gateway’ process to limit requests which fall outside the annual data requirement for forces.

<sup>35</sup> Sir David Normington (2009) *Data Burdens Review*. London: Home Office.  
<http://police.homeoffice.gov.uk/publications/police-reform/data-burdens-review.pdf>

- 5.19 In the Policing Green Paper (2008) the Government appointed Jan Berry as the Independent Reducing Bureaucracy Advocate to drive forward the reducing bureaucracy programme at national and local level. Following the publication of her interim report<sup>36</sup> earlier this year, her first full report, *Reducing Bureaucracy in Policing*<sup>37</sup>, was published on 2 December 2009.
- 5.20 One of the major barriers to reducing bureaucracy is the culture of ‘risk aversion’ which pervades policing. Sir Ronnie Flanagan’s report highlighted the importance of encouraging police officers to be less risk averse, take the initiative and use their discretion more. He viewed this as vital if the Service was to operate in a more flexible way that was responsive to the needs of communities. The cross-public sector Risk Regulation and Advisory Council has highlighted reliance on over-prescriptive processes as a barrier to an effective approach to risk. Jan Berry has also highlighted the significance of risk management, highlighting as a sign of good leadership clear and consistent support for officers who make sound professional judgements.
- 5.21 This is why we are supporting the adoption of more proportionate forms of crime recording, backing good decision-making by officers while maintaining the integrity of crime recording itself. A more proportionate process was piloted in four police forces areas in 2008 (Leicestershire, Staffordshire, Surrey and West Midlands) which allowed officers to save time and exercise greater professional judgement in dealing with crime. This has been an extremely good pilot. In light of this, we intend to work with ACPO and the APA to

ensure that these lessons are learned across the service. In addition, through the use of community resolutions, victims have been able to directly influence the way in which their issues are resolved. Where appropriate, this alternative option to taking the criminal justice route ensures that the outcome is victim focused, proportionate and addresses the root cause of the criminal or nuisance behaviour reported originally by the member of the public. The results have been startling not only in terms of the time saved for officers (up to 80% of the time involved in some cases) but also the impact this has had on allowing officers to use their professional judgement.

- 5.22 We agree with Jan Berry’s recommendation that this approach should be recognised as good practice and promoted in all police forces. We will now work with ACPO, APA and the NPIA to ensure that this approach is adopted by all police forces by March 2010.

### CASE STUDY: Proportionality in action

Two boys aged 11 and 12 years were fraudulently collecting money door to door, stating that they were doing so on behalf of a local charity. A resident became suspicious and contacted the police. On reviewing all the facts, the investigating officer, with the support of the boys’ parents, took the decision to get them to return the money to each of the households they had collected from and apologise personally for their actions. All the residents affected were happy with the outcome and this course of action had a big impact on the two boys involved.

<sup>36</sup> Jan Berry (2009) *Reducing Bureaucracy in Policing: Interim Report*. London: Home Office.  
<http://police.homeoffice.gov.uk/publications/police-reform/reducing-bureaucracy-report?view=Binary>

<sup>37</sup> Jan Berry (2009) *Reducing Bureaucracy in Policing: Full Report*. London: Home Office.



- 5.23 We will also, as Jan Berry recommends, consider how we can recognise alternative resolutions within the performance management framework so that officers feel empowered to use appropriate professional judgement in dealing with individual cases. More widely, as she also recommends, all standards, policy and training should emphasise the importance of taking a balanced view of risk, building confidence to respond in a proportionate and professional manner and, recognising the differing levels of risk associated with threat and harm. The NPIA will review its current training programmes and consider whether a new national training programme is required.
- 5.24 In addition to training, further consideration needs to be given to the right mix of skills in a function in order to reap the benefits of less bureaucratic processes. For example, as Jan Berry recommends, custody roles should be reviewed to ensure responsibilities are aligned to remove confusion and duplication. The Police and Criminal Evidence Act review also acknowledges this. The NPIA will carry out further work on the range of process-driven tasks currently allocated to the custody officer and those which could be carried out by trained staff in support of the custody sergeant.
- 5.25 We have already ended the requirement for police officers to complete lengthy forms when they are recording a stop and account encounter on the streets. This alone has saved the equivalent of 690,000 hours of police officer time. We will go further by using the Crime and Security Bill currently before Parliament to streamline the recording requirements for stop and search, whilst putting on the face of legislation for the first time the requirement that the self-defined ethnicity of the searched person should be recorded. We agree with Jan Berry's recommendation that police forces need to remove personal performance measures which target the number of such stops which an officer should make. Officers must be free to use appropriate discretion in such matters.
- 5.26 In his review Sir Ronnie Flanagan found that individual force practices have at times created unnecessary bureaucracy and that this has contributed to the varying levels of bureaucracy across the country. Forces and Police Authorities must work with their partners locally to reduce the impact of unnecessary bureaucracy on their officers and staff. In her report, Jan Berry identifies a clear role for Local Criminal Justice Boards to ensure that officers have the right skills, prosecutors operate within agreed guidelines and courts manage Streamlined Process robustly. Local Criminal Justice Boards will have a clear lead role here and will encourage strong cross-agency working taking place across England and Wales to ensure that the benefits of Streamlined Process are realised in full. To support Local Criminal Justice Boards realise the benefits of Streamlined Process, Jan Berry is also undertaking research on the criminal justice unit processes and will publish this in the New Year.
- 5.27 We will work closely with the APA, ACPO and the NPIA to encourage individual forces to take responsibility for reducing locally imposed bureaucracy. This includes reducing the amount and size of forms which officers and staff need to fill in. Progress on this requirement will be reflected in each Police Authority's Value for Money Statement. Jan Berry will be asked to report on this in her final report in summer 2010.
- 5.28 In continuing to seek out ways of improving the efficiency and capability of the police we will work with partners

developing the pilot scheme to test the return of some charging decisions from the CPS to the police, announced by the CPS and ACPO on 10 November.

- 5.29 Under the pilot, which is aimed at streamlining the current charging boundary, charging decisions for most summary only offences and some other less serious offences which may be heard in the magistrates' courts will be taken by police. The CPS will retain responsibility for charging decisions for more serious offences. A test period of six months will be followed by a thorough review of the impact of the pilot which will consider if roll out of these provisions is appropriate.
- 5.30 We are grateful to Jan Berry for her work in highlighting the possible benefits to be gained by fully investigating this work in a pilot scheme.

**c) Buying goods and services better and cheaper**

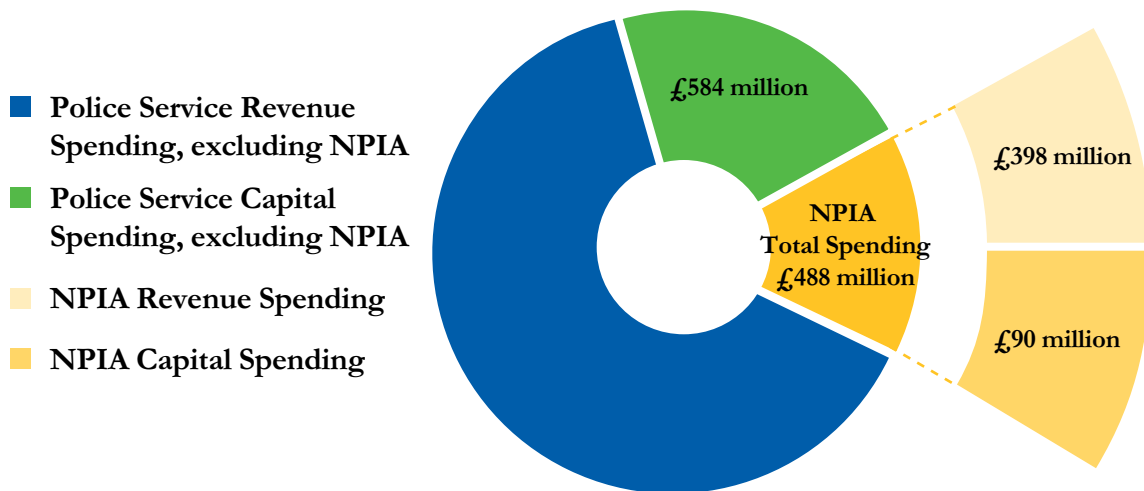
- 5.31 The Government will bring police service procurement and information systems within national frameworks. This will save

money, and also provide opportunities to help the front line deliver more – for example, through better IT systems.

- 5.32 Some £3.3bn billion of annual spending by the police service in England and Wales is not pay related and is spent mainly on the procurement of goods and services. Of this, some £2.8bn billion is spent by forces and Police Authorities. The balance represents spending by the NPIA on behalf of the police service. The chart below shows the breakdown of revenue and capital expenditure.

- 5.33 As the taxpayer expects improvements in value for money, it is no longer defensible to have a system in which the goods and services needed for policing may be bought in 43 different ways across the country. **We will make savings through introducing a series of national frameworks for procurement which forces and Police Authorities will be mandated to use.** National procurement frameworks will enable the police to get a better service from suppliers and save money through greater buying power.

**Figure: Total police non-pay related spending on goods and services in 2007/08**



(sources: CIPFA Police Statistics, 2007/08 Actuals; NPIA Report & Accounts, 2008/09).

## CASE STUDY: National Forensic Framework Agreement (NFFA)

The Police Service in England and Wales spends approximately £169m a year buying forensic analysis services. The National Forensics Framework Agreement (NFFA), managed and supported by the NPIA, has reformed the way in which these services are procured. It is improving the Service and saving money.

The NFFA went 'live' on 1 September 2008. Implementation is being phased over a two and half year period. Four forces in the West Midlands region have used the framework to secure forensic DNA and Drugs services. The Metropolitan Police Service have done so for DNA services. The East Midlands region is currently using the framework to procure all its forensic analysis services.

### Better service

The framework has improved delivery of forensic services for the forces through its focus on quality, price and timeliness backed by detailed service specifications and standards. Forces no longer have to undertake extensive work to negotiate individual contracts themselves, reducing costs alongside improved service.

### Savings

Early indications are that forces save 10% on DNA services and around 12-15% on drugs services. The total forecast benefit from 2008/09 – 2012/13 is over £15m, with some £4m from reducing transaction costs and some £11m on cost reduction eg through better pricing.

drive out savings over the next three years in selected categories of goods and services. This NPIA programme is called the Wave Plan.

### 5.35 To achieve the savings that the Wave Plan has the potential to deliver, we will move quickly to mandate the national procurement of the following categories of goods and services:

- a) **Vehicles** – a new framework agreement for the range of vehicles used by the Service is already under development and within six months we will mandate the Service to use this. For the first time this framework will include a general patrol or standardised “beat” vehicle available ready to use in police livery with blue lights. When fully in use in all forces, we expect the framework to save the police service £14m a year
- b) **Body armour** – work is being led by the Metropolitan Police Service and supported by NPIA with a contract due to be awarded in April 2010. The annual spending by the Service on this vital front line equipment is £20m a year, and the contract is expected to save a minimum of 3%. 23 forces are already taking part in this procurement. The other 20 will be expected to move to the contract no later than the point at which their existing arrangements expire. The national framework will provide key protective equipment to support the front line. It will address a number of longstanding design issues facing body armour including appropriately designed armour for female officers; improved flexibility; and increased stability to reduce injuries
- c) **E-forensic services** – The police service must keep pace with technological changes by using technologies to protect the public.

5.34 The NPIA, working with the Police Service in England and Wales, completed a comprehensive analysis of their overall purchasing spend in 2008. This has already led to the introduction of a programme to

There is increasingly important work to analyse and extract evidence from computers, mobile phones and other digital equipment. By April 2012 the first ever national framework for these e-forensics will be in place, with the new standards set by the Forensics Regulator. This will offer savings over existing individual force arrangements, though it is too early to quantify them.

5.36 We will introduce a **mandated national procurement framework for a single national police uniform in England and Wales, which will come into effect by 2012**. This will build on work which ACPO already has underway. The framework will save money and will ensure the provision of appropriate uniforms for both men and women. It will also include a distinct single national uniform for PCSOs. Elements of

that uniform will use the already familiar blue colour (often used, for example, in PCSO hat bands) to enable the public to easily tell police officers and PCSOs apart. Forces will still be able to use local insignia as part of the national uniform

5.37 We will roll out further national approaches to key items of police procurement, with national or regional frameworks or contracts to provide best value for money. For some goods and services it is more sensible to approach the market on a regional basis, including where there are opportunities to work regionally across the public sector – construction and facilities management is an example of procurement that need not be limited to collaboration within the police service. Examples of planned national approaches to procurement are shown in the table below.

<b>National Approach</b>	<b>Contract date by</b>
Mobile phones and blackberrys	April 2011
Digital evidence	April 2011
Consultancy	April 2011
Translators and interpreters	April 2011
Olympics requirements	April 2011
A single national uniform for police officers and a distinct single national uniform for PCSOs	2012
Refresh or replace national framework for forensics	April 2012
Secured continuing capability to provide the Police Service in England, Scotland and Wales with radio communication equipment and services	April 2012
Secure continuing capability to provide the Police Service in England, Scotland and Wales with a fingerprint identification system, with the capability to search palm prints and marks	April 2013
Secure continuing capability for on-line scanning and searching of fingerprints	April 2013
Construction, building maintenance and services– the requirement in this case will be for collaboration within each region and in Wales	April 2013
Further refresh or replacement for forensics. Substantial elements of ICT within ISIS programme	April 2014



- 5.38 The Home Office has put in place a new management information system for procurement across the Department which has helped to establish its position as an exemplar of good practice in central government. We will explore how this approach can be made available to support police service procurement.
- 5.39 The search for improved value for money from procurement must be continuous and open to innovative approaches. We will put in place arrangements modelled on the Champion/Challenger approach used in central government to ensure that, where an alternative to an existing national framework or contract can offer better value for money to the Service as a whole, it can be adopted by the whole Service.

### Champion/Challenger

A Champion is a procurement solution – a contract or framework – that has been adopted because it offers the best value for goods and services to meet a particular set of business requirements. The mandated framework for police procurement described above would be “Champions”. Adopting a Champion saves the costs and time of a separate procurement process.

Where no Champion is yet in place NPIA will support forces to agree collectively the business requirement and take that to the marketplace as a single procurement process, so enabling a new Champion to be established.

Forces would be able to challenge an existing Champion. Challenges could be brought forward where an alternative to the existing Champion appeared likely to offer better value to the Service as a whole. They might arise where there was a new requirement or the requirement had changed since the Champion was agreed. A successful Challenge could lead to changes to improve the existing Champion, for the benefit of all existing users, or in some cases, to the establishment of a new Champion.

- 5.40 The national framework approach to police procurement together with the ISIS approach described below will deliver savings of at least £400m a year by 2014. These savings come from reductions in the price of goods and services and from reducing the amount of duplication of procurement activity.

### d) Saving money and doing more through better IT

- 5.41 The NPIA’s Information System Improvement Strategy (ISIS) is transforming the way in which police information systems, and the IT which supports them, are developed, procured, implemented and managed nationally. It will reduce costs while ensuring IT does more to support front line officers, improving their productivity – for example by improving their access to information and the ability to share information without bureaucratic duplication of work. Similarly ISIS will help the public interact with the police in new ways, supporting public confidence.

## Mobile Information

The NPIA is supporting the police service to evaluate the improvements in policing that are now being realised as a result of the £80m investment by the Government to accelerate the adoption of mobile working across the police service. Almost 30,000 officers have now been equipped.

The NPIA is conducting a number of evaluations. Two of four planned evaluations have been completed, with the results from the second two available in December 2009.

Based on results from the first evaluations: on average 30 minutes will be freed up for a police officer each shift and this, along with a broad range of other initiatives, will assist the police service in delivering the policing pledge. Officers have reported that that this increase in time out of the station is delivering increased visibility to the general public, with consequent impact on public confidence and crime deterrence.

- 5.42 There is a legacy of different IT systems in different forces and so information services for operational officers are not optimised. ISIS will improve this by influencing spending nationally, regionally and locally to ensure that investment contributes to: the convergence of police IT; the reduction of costs; and the improvement of services.
- 5.43 By establishing a co-ordinated approach, ISIS will reduce procurement costs and timescales, meaning services are delivered faster to support operational policing. This will be achieved through a robust approach to supplier relationship management and delivery of framework agreements on behalf of forces nationally. **The 43 infrastructures and sets of systems currently operated by each of the 43 forces will, through ISIS,**

**converge towards a national system.** By converging in this way, it will be easier for operational officers to access and share information nationally, regionally and locally and for the police to join up with other criminal justice agencies to improve the provision of justice to the public. It will also enable officers to move more easily between forces to investigate cross-border crime and support other forces when a major incident occurs.

- 5.44 By April 2014 we will have made substantial progress towards a fully converged and standardised infrastructure. We will have rationalised data centres to a smaller number of national centres, both reducing the cost of ICT infrastructure and providing a geographic distribution that ensures a resilient service. There will also be standardised national specifications for desktops and laptops. By making police IT more joined up, new strategic platforms can be developed that re-use information and investment for new purposes. For example, a national digital evidence platform would link existing data to new capabilities to capture, manage and share evidence electronically. This will speed up the time it takes to prepare cases for court, add flexibility to the way cases are presented during hearings, improve public confidence and reduce costs across the criminal justice system. The starting point will be the delivery of digital suspect interviews and the national framework agreements and standards which will ensure digital evidence initiatives are co-ordinated and converge on to the national platform.
- 5.45 ISIS will improve the way IT serves the police and help the public when accessing police services. It will also save money, rising to an estimate of at least £200m a year by 2014 as a consequence of lower cost locally and lower cost for the provision of national systems.

**e) Streamlining support services**

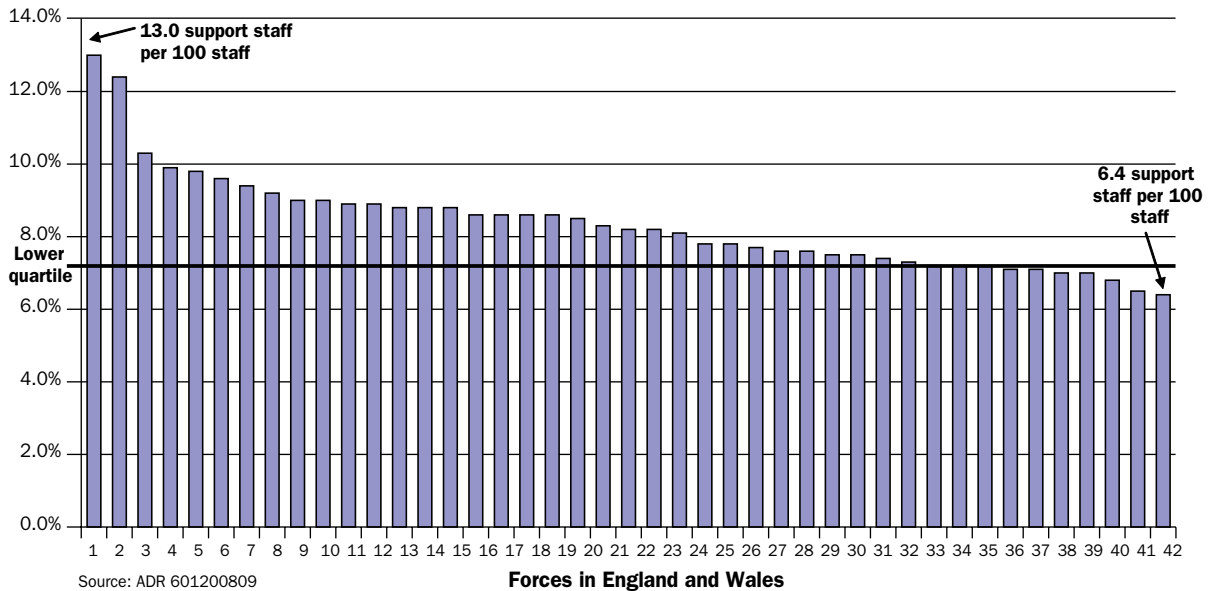
5.46 There are a range of support services in police forces. Some of these support the front line directly in operational matters whilst others provide wider business support functions such as corporate development, human resources and finance. Any organisation seeking to improve value for money in the services it provides needs to look very carefully at its support services to save money whilst still providing enough support for its operational services. This scrutiny needs to cover both direct support to the front line and business support services.

5.47 Forces vary significantly in the size of their workforce support services. For example, an analysis of the number of officers and

staff in business support functions shows a wide disparity, varying from 6.4% of the workforce to 13.0%. This is the kind of information which is now being provided to forces through HMIC’s Value for Money Profiles.

5.48 A number of forces are making good progress on streamlining support services. For example, the Metropolitan Police Service is developing an HR shared service centre for the entire force, Merseyside Police has restructured its finance department; and Norfolk Constabulary has developed a “hub and spoke” approach with centralised business support services supporting devolved operational teams.

**Business support staff per 100 staff (excluding IT staff)**  
*A range of 2:1 between highest and lowest.*



**Norfolk Constabulary** was previously based on three BCUs that built barriers within the force with little communication between them, increased duplication of functionality and BCU commanders were required to be HR and financial ‘experts’. This resulted in less time to focus on delivering the policing model that the public of Norfolk wanted.

The force applied four foundations to its change:

- Customer focus
- Resource management
- Support services review
- Cultural survey

Research was undertaken on how best to drive levels of confidence, eg an external researcher worked with neighbourhood teams in hard to reach communities, finding out community views on what matters to them.

The results have been:

- The new model created a county delivery unit led by a chief superintendent who oversees the work of seven superintendent-led districts and 32 ‘local delivery’ inspectors covering 52 neighbourhoods
- All non policing functions removed to centre (finance, training, HR)
- Shift pattern changed to Variable Shift Arrangement to produce more intelligent coverage based on demand analysis
- Estimated £8m reduction in support services costs over three years (over £6.5m already realised) – this is being re-invested to recruit 100 additional officers by end of 2008/09

- Cultural survey built around a web based model, provides indicators of how officers and staff feel about their role and the organisation
- From April 2009, the number of response bases has been rationalised down to six. They are located more effectively, no longer restricted by BCU boundaries and use auto-vehicle location devices to intelligently deploy vehicles where needed across the whole County Delivery Unit. This has meant fewer vehicles needed and over 100 response officers re-deployed to neighbourhoods

5.49 The options for forces to look at include:

- **Process improvement.** Often this can be the most cost-effective and quickest way of reducing cost. Quest has hitherto focused on operational policing, but will now also include work on support services
- **Centralisation within a force.** This can remove duplication and reap economies of scale, while still preserving operational structures with the appropriate degree of local devolution
- **Sharing services with other organisations, including outsourcing, lead force arrangements or agreements with local partners.** This can bring further benefits in economies of scale

5.50 Further information to support this kind of work will be available to forces from HMIC Value for Money Profiles and through the policing objective analysis which will provide a detailed breakdown of police costs by function. The NPIA Collaboration Support Centre (see Chapter 4) will seek and make available further evidence, data and information which will support both



business process improvement and collaboration on support services. The Home Office guidance on collaboration and NPIA capability support will support collaboration on business support as well as more operational functions.

- 5.51 There is significant scope for forces and Police Authorities to make rapid progress towards reducing the cost of support services. **If every force were to reduce the proportion of their workforce in business support functions to below 7% this would save at least £75m per annum by 2013/14.** The Government expects to see a significant amount of process improvement and other work to make back office support functions more efficient. Improvements in this area will feature prominently in the Value for Money Statement to be produced as part of the Local Policing Plan. This should show the progress being made towards reducing the proportion of the workforce working in business support functions and how improving internal processes will help drive out further cost.

**f) Enabling the Service to improve value for money and showing the taxpayer that this is happening**

- 5.52 This Chapter has set out a number of approaches which forces and Police Authorities should adopt in order to spend the taxpayers' money better, whilst improving service to the public. They will and should, of course, innovate independently to improve value for money locally through their own initiatives. It is also vital that they save money by simply being more frugal.
- 5.53 The taxpayer – nationally and locally – has a right to see that forces and Police Authorities are making the most of every

pound invested. That is why we will require each Police Authority to publish in its next Local Policing Plan a **Value for Money Statement** setting out how the force is doing more with its money. This statement will outline the cashable efficiency savings and productivity benefits planned and then actually arising from:

- Improvements in the **deployment** of officers and staff to match more effectively the demand for services and deal with risk, threat and harm
- Reductions in **overtime** spend of at least £70m from 2008/9 levels by 2013/14
- A programme of **process improvement** work
- **Reductions** in locally imposed **bureaucracy**, including reducing the number and extent of forms and eliminating all unnecessary data requirements
- The quick adoption of national frameworks for **procurement**, including migration from legacy contracts
- Converging IT nationally as part of the **ISIS** programme
- Streamlining **support services** to account for less than 7% of the workforce by 2013/14
- **Local approaches and collaboration** which are adding to these or to other approaches for value for money
- **Economising** to make savings in wider overhead expenses, eg conferences, meetings, travel costs

- 5.54 **The Government will bring forward regulations to require Police Authorities to publish such local Value for Money Statements as part of their Local Policing Plan in 2010/11**, reflecting the urgency of improving value for money.

- 5.55 The NPIA will have a key role in assisting the Service to improve value for money. It will publish the first long-term improvement plan for policing by spring 2010 which will help the police service to match resources to priorities and increase capability. This will set out a vision and a ten year framework for sustained improvement in the police service and better delivery of services to citizens. It will identify a number of principles for how the Service will approach improvement programmes in future. Prime among these is a commitment to build practice systematically on evidence of what works. All major change programmes and projects will be assessed against their potential contribution to the delivery of the aims and objectives set out there, along with other feasibility, desirability and affordability criteria. Maximum cost effectiveness and value for money will be key to all successful proposals. The NPIA will report annually on the Service's progress against the improvement objectives to the National Policing Board.
- 5.56 Specifically, the NPIA will support the Service through:
- Assisting the Service with good practice on workforce productivity
  - Supporting forces to develop operational process improvement
  - Continually improving the delivery of national support services
  - Delivering and co-ordinating national frameworks for procurement
  - Running the ISIS programme
  - Providing information and assistance through the new collaboration hub
  - Providing capability support to help forces and Police Authorities who need to improve value for money
- 5.57 As set out in last year's Green Paper the National College of Police Leadership is also helping ensure the Service has the business and organisational management skills needed to improve value for money.
- 5.58 HMIC and the Audit Commission inspections of forces and Police Authorities will focus on value for money. In their respective roles, and in their joint work, they will be focused on assessing value for money in policing – with HMIC particularly focusing on how forces and Police Authorities are preparing for and delivering savings for April 2011 onwards, when finances will be tighter. The local Value for Money Statement and benchmarking information will provide important information to inform this inspection. HMIC will also be commencing the Working for the Public inspection in 2010.

## Working for the Public Inspection 2010

The Government gave a commitment in last year's Green Paper that HMIC would undertake a workforce inspection in 2010. The inspection will test whether the workforce is led, organised and developed to be productive in working for the public. Since then, a programme of work has been undertaken to help the Service prepare for the inspection, including two national consultation events.

Better deployment and decisions about the workforce mix are required to provide the best possible service to the public and are key ways in which to increase productivity at the front line. But just as important is the development of a culture to encourage innovative ideas and suggestions designed to increase effectiveness. Those at the front line are in daily contact with local people and communities and are often in the best position to suggest such ideas and initiatives. The inspection will test how forces and Police Authorities are empowering and supporting the workforce to bring forward new ideas and ways of working in order to improve delivery for the public.

5.59 Forces and Police Authorities should make more use of comparative information to benchmark their costs and performance. It is particularly important to make comparisons with other police forces, but there will also be opportunities to make comparisons with other organisations (for example to compare costs of the kind of support services that all organisations need). New tools to help forces and Police Authorities undertake this kind of benchmarking are the Value for Money profiles made available by HMIC and the policing objective analysis of costs, developed by ACPO, which will be available

through the Chartered Institute of Public Finance and Accountancy. A good example of the power of benchmarking is the work done by Essex and Kent Police to compare in detail spending across the whole range of their budgets, develop a clear understanding of the reasons for variation and then rigorously implement change to match the lower spending force.

5.60 Closer working with local partners will also assist the Service to improve value for money. Through Total Place, the Service is already working with public sector partners to develop new approaches to service delivery. These will provide better outcomes for citizens through a more integrated and effective deployment of public resources to meet local needs. At the same time, by avoiding duplication of effort and sharing resources to make each pound spent work harder, they will deliver at less cost to the taxpayer.

5.61 Given the importance of good use of national taxpayers' money, it is important that local taxpayers can scrutinise spending. This will be assisted by publishing information to the public on how police forces use resources, including through the local Value for Money Statements. At present, the bulk of police funding is distributed according to a needs-based formula. It is important that forces and Police Authorities should have good incentives to promote public confidence that they are securing good value for money. The single confidence target and the pressures to pursue value for money provide such incentives. Nonetheless, the Government will explore whether the funding structures in place for the next Spending Review period should be adapted to incorporate directly incentives for effectiveness and efficiency as well as continuing to reflect need.







# Chapter 6

## Delivering through partnership

### We will immediately...

1. Provide a targeted crime reduction support package to help thirty five Crime and Disorder Reduction Partnerships tackle burglary and robbery

### Over the next 6 months we will...

2. Explore and promote approaches to simplifying partnership working in at least ten local areas where partners are combining their resources to deliver better services for the public
3. Strengthen the role of partnerships in driving up public confidence, by using good practice examples based on the hallmarks of effective partnership working
4. Produce comprehensive guidance and good practice for partners on how to share information effectively
5. Introduce a new Tilley Awards category for CDRPs, CSPs and LCJBs that have successfully tackled crime or anti-social behaviour by bringing together all key partners

### In the next Parliament we will...

6. Support implementation of Integrated Offender Management (IOM) across the country
7. Use guidance and legislation, where appropriate, to remove any remaining barriers to partnership working

## SUMMARY

Throughout this White Paper we have made the case that partnership working is central to delivering better policing and safer and more confident communities. A police service supported by, and contributing to, high performing, responsive and accountable crime-fighting partnerships will help us to build

communities where local people have a say in tackling crime and anti-social behaviour, and can see and feel the difference made by front line agencies. The updated crime strategy published in May 2009<sup>37</sup> set out the role of these partnerships in tackling the crimes that matter most to the public. The Government is committed to improving public confidence in policing, local

<sup>37</sup> Home Office (2009) *Cutting Crime: Two Years On – An Update to the 2008–11 Crime Strategy (2009)*. London: Home Office. <http://www.homeoffice.gov.uk/documents/crime-strategy-07/cutting-crime-09?view=Binary>

services and justice, to having systems in place to tackle priorities and, to reducing re-offending through Integrated Offender Management (IOM). We will support partners to combine arrangements for Crime and Disorder Reduction Partnerships (CDRPs)/Community Safety Partnerships (CSPs) and Local Criminal Justice Boards (LCJBs) in order to bring together the work on crime reduction, confidence, re-offending and offences brought to justice, and to reduce duplication of effort where that exists.

## **THE IMPORTANCE OF PARTNERSHIP WORKING**

- 6.1 Multi-agency working offers huge dividends for crime reduction and has contributed to the significant overall reduction in crime since 1995. It has been a key factor in the lasting progress that has been made in the fight against crime and helping neighbourhoods feel safer. An effective partnership is one that solves problems, delivers services that are visible to the local community and is held to account for the decisions it makes.
- 6.2 The police must have the support of key local agencies and be able to depend on them to be fully responsive to public concerns. Councils are crucial because the vast majority of interactions between citizens and the state take place through local government: they provide a wide range of public services, which are critical in making public places cleaner and safer – the licensing of pubs, clubs and off-licences, managing homes, maintaining street lighting and street cleaning – as well as having wide-ranging powers to take action against those who break the rules. Councils, as the elected representatives of the local area, also have a key role in advocating on behalf of their local communities, working with local partners,

including the police, in order to address community concerns, including crime and disorder issues. The petitions duty in the Local Democracy, Economic Development and Construction Act 2009, builds on this important role.

- 6.3 The best councils firmly embed crime reduction and tackling anti-social behaviour into their day-to-day working. Effective partnerships also make use of the skills and influence of the full range of partners. In many areas, the fire and rescue services, and health services, make a significant contribution as equal partners to tackling crime and anti-social behaviour. However this varies across the country and we will continue to work with stakeholders to achieve better engagement.
- 6.4 **Local Safeguarding Children Boards (LSCBs)** bring the police **together with the local authority** and other local partners to safeguard children and promote their welfare. The Boards ensure that the right arrangements are in place locally to safeguard all children and to identify and protect children at risk of harm. It is vital that links are established between **LSCBs** and other partnerships where agencies are concerned about the safety of children at risk of harm such as MAPPAs and MARACs. For example Hull City Domestic Abuse Partnership (DAP) has formal links both with the CDRP and LSCB to oversee the work of the partnership and to ensure that the needs of children affected by domestic abuse are assessed and acted on both by the police and Children's Services
- 6.5 UKBA Regional Immigration Crime Teams are joint immigration and police teams that integrate the skills and powers of both partners to disrupt and bring to justice criminals involved in organised immigration

crime, such as manufacturing forged identity documents or facilitating illegal immigration. These teams are supported by Local Immigration Teams (LITs) which work with the police in protecting communities by using UKBA powers such as detention and removal to act against foreign nationals who cause harm to communities, for example by their membership of gangs linked to gun crime or through anti-social behaviour.

### Fire and Rescue Services diverting young people from crime

Cheshire Fire and Rescue Service works with local partners to reduce crime and anti-social behaviour as part of its core business. On the deprived Blackbrook estate in Warrington they worked with the local authority and local schools to deal with nuisance caused by around 20 children who were setting fire to cars, bins or skips, and making hoax calls to the local fire station. With the help of a local authority youth worker, the Fire and Rescue Service made contact with the group in the areas where they congregated and worked to engage them in positive activities at the local fire station and on the estate. This included the fitting and maintenance of smoke alarms in houses under the supervision of a fire fighter, which helped build the young people's sense of community responsibility and achievement. The initiative has been in operation for some years and it has led to a significant reduction (over 50%) in the number of arson fires recorded on the estate and a similar reduction in the number of hoax calls made to the Fire and Rescue Service.

Building on the success of the Blackbrook Estate initiative, Cheshire Fire and Rescue Service has developed the RESPECT initiative (Reducing Exclusion Starting Positive Engagement with Children Together) across Halton and Warrington, working with local youth and education services, Connexions and the Youth Federation. RESPECT is led by fire fighters and other fire service personnel, who are often seen as strong, positive, caring role models.

- 6.6 The proposals in Chapter 1 to pilot Neighbourhood Agreements and strengthen the links between neighbourhood policing and neighbourhood management will provide further ways of increasing confidence, and will strengthen partnership working by facilitating a greater focus on shared priorities and delivery within communities. As also outlined in Chapter 1, we are making £2.5m available to accelerate a partnership approach to tackling low public confidence and anti-social behaviour and we will be building on this with the 'safe and confident neighbourhoods' strategy early next year. The CDRP/CSP minimum standards on anti-social behaviour and the introduction of 'anti-social behaviour champions' will serve to strengthen the partnership response to anti-social behaviour and increase public confidence in local services.

### Case study: Tackling domestic violence in Hull

The Hull Domestic Abuse Partnership (DAP) was set up in September 2005, following identification of domestic violence as a CDRP priority, and is made up of seconded workers from agencies including Hull Women's Aid, victim support, local authority housing services, children's and young people's services, the police and the primary care trust. By April 2007 all partner agencies had mainstreamed their posts within the partnership and the local authority housing services and primary care trust had provided substantial mainstream funding to the project including staffing and service provision costs. In January 2009 the team had 19 permanent staff all working from one office base and each having access to their own agency computer systems. An information sharing protocol enables team members to gather information quickly and pool knowledge to identify and respond quickly to all victims, including high risk victims. The team health visitor oversees the sharing of police child protection information. There has been a steady increase in the number of reported incidents to the police, a trend that indicates that women have increasing confidence in the services on offer.

## THE CHALLENGE FOR CRIME FIGHTING PARTNERSHIPS

- 6.7 The public want a co-ordinated response from public services on crime issues, focused on what the problem is and what action needs to be taken, followed by feedback on what has been done about it. They do not want to be 'engaged with' by lots of different bodies on what, to them, are the same issues. The public's expectations are rising and we expect CDRPs/CSPs, LCJBs and local strategic partnerships (LSPs) or local service boards

(LSBs) to work together to rise to that challenge and continue to tackle problems faced by local communities where quality of life is damaged by anti-social or criminal behaviour, and to provide reassurance and confidence to the public overall.

### Holding partners to account

A sustainable partnership approach to the crime and anti-social behaviour issues that matter most locally requires local partners to identify the issues on which they need to collaborate. The comprehensive area assessment (in England) undertaken by the Audit Commission and HMIC will be published in December 2009 and will provide an early indication of the extent to which local partners have identified these issues and are working together to resolve them. The Home Office is also working with ACPO and the APA to incorporate partnership working in to next year's HMIC inspection, *Working for the Public*, and local and national partners will act on the results of these inspections.

To strengthen the link between CDRPs/CSPs and the communities they serve, local authority Crime and Disorder Overview and Scrutiny Committees have been introduced. Since 30 April 2009 in England and 1 October 2009 in Wales elected councillors in all local authorities must scrutinise CDRP/CSP responses to local problems. This provides a more transparent system and stronger links between local partners and the public. As set out in Chapter 2, we will strengthen these Committees further by enabling them to co-opt members of the public and community groups. The Government has also introduced 'Councillor Call for Action' which gives local councillors new powers to raise concerns on behalf of the public where they are not satisfied that effective action has been taken.



- 6.8 In challenging financial times it is crucial that we do not see a retreat into organisational silos, and a resulting decline in services for communities. In Chapter 5, we set out the resourcing challenges Police Authorities and forces will face. Partnership working is vital to meeting these challenges, to achieving better value for money and ensuring that resources are directed at achieving the maximum possible value for the taxpayer through the delivery of high quality, joined up public services. Combining resources at the front line has consistently improved the capacity of the police and its partners to address the crime and anti-social behaviour problems experienced by communities. Combining resources in support functions will be one of the ways in which the police – and partners – can deliver cash savings.
- 6.9 Continuing to bring the crime reduction and reoffending agendas together is vital. When LCJBs and CDRPs/CSPs work together to tackle problems, there is far greater potential to improve benefits for communities. LCJBs share with CDRPs and CSPs a common interest in reducing re-offending, targeting prolific and priority offenders, tackling domestic violence issues, supporting implementation of the drug interventions programme, engaging with communities and building public confidence. As set out in Chapter 1 we will be asking CDRPs/CSPs and LCJBs to examine the standards of service they are offering to local communities, and to consider where they could improve these.
- 6.10 In implementing the Policing and Crime Act 2009 we will, from April 2010, **expand the role of these partnerships to include reducing re-offending and include the probation service as a statutory member of CDRPs/CSPs.** This will strengthen joint work already happening in many areas and ensure that the management of offenders is central to making communities safer. Experience has shown that where crime priorities, such as reducing burglary, are jointly owned by the LCJB and CDRP, and all partners are involved in identifying and resolving issues, there is a greater chance of success in driving them down. However, where agencies fail to work together, where there is a lack of data sharing and analysis, and responses are undertaken in organisational silos with insufficient ownership by other agencies, there is a higher risk of failure.
- 6.11 Joined up working between the agencies that make up CDRPs/CSPs and LCJBs, for example helping CDRPs/CSPs to engage better with key parts of the criminal justice system such as the courts which operate over wide geographical areas, can result in more effective ways of handling crime and justice issues, delivered to an economy of scale. LCJBs and CDRPs/CSPs are expected to have a firm grip on the ways in which one agency is connected to another, where arrangements are working and delivering outcomes and, crucially, where they do not. We would, for example, expect to see greater CDRP/CSP involvement in multi-agency public protection arrangements (MAPPA) to manage the most serious and sexual violent offenders. The development of an ASB case management system, as set out in Chapter 1, builds on this type of approach.

### Joint working in Wiltshire

Due to increasingly overlapping responsibilities, in February 2008 the Wiltshire Criminal Justice Board (WCJB) expanded its membership to include local authority representatives of the local community safety partnerships (Swindon and Wiltshire). In addition, co-location of WCJB staff with the Wiltshire Community Safety Team has improved information sharing and decision making and supports a range of joint community safety activities, such as “weeks of action”. Joint communication working groups ensure that messages to the public are better co-ordinated. The community safety partnerships work with WCJB to improve performance, criminal case management and services to victims and witnesses. Joint work on the confidence agenda, led by the chief officer for Wiltshire probation area, has recently started to bring together the local authority, police, probation and other partners to develop a joint strategic approach to public confidence that rationalises and measures the effectiveness of existing activities undertaken by a range of agencies. Partnership working at both the strategic and the operational levels, including aligning plans and joint consideration of local area agreement indicators, has resulted in better understanding and combining of resources across work on crime reduction, re-offending and bringing offenders to justice

- 6.12 The success of the Priority and Other Prolific Offender (PPO) programme has continued, with an overall reduction in convictions amongst PPOs of 29% across England and Wales in 2008/09. The Government is committed to working with partnerships to actively reduce re-offending, and to build on this success partnerships have been encouraged to

review their PPO schemes in the context of developing Integrated Offender Management (IOM) approaches, to ensure that they are having the maximum impact on crime and re-offending in their local areas. A recent joint criminal justice service inspection of the PPO programme acknowledged the benefits of partnership working and suggested that areas should build on good practice such as Chief Constables continuing to invest police resources in PPO schemes and ensuring that Neighbourhood Policing Teams understand the importance of supporting the work of PPO teams.

- 6.13 Integrated Offender Management is the next stage in an approach we have been building since 1998, enabling front line agencies to share resources, intelligence and expertise. Focusing on offenders of most concern and making better use of existing programmes and a wider range of agencies help to tighten the grip on offenders, put the public at the heart of the response, while delivering increasing value for money. **The Government will continue to support all areas to implement IOM arrangements, building on the work in the pioneer areas and examples of effective practice.**

### SIMPLIFYING PARTNERSHIP WORKING ARRANGEMENTS

- 6.14 The introduction of a range of partnership structures over the last ten years has produced a radical shift in the way local agencies respond to crime, and since 2008 the Government has reduced bureaucracy and targets and devolved budgets to free up partnerships to focus on what matters to their local community. However the range of partnerships has also added complexity to the landscape. But feedback from front

line partners and agencies, as well as the 'Total Place' pilots,<sup>38</sup> suggests that the complexity of local partnership arrangements could be simplified further to make delivery easier, particularly in relation to how partnerships operate over different boundaries, how budgets are used, and how separate Government initiatives can be brought together to ensure coordinated responses for the public.

- 6.15 Ten years after the Crime and Disorder Act 1998 put partnership working on a statutory footing, and building on the 2006 review of the Act, we need to look again at whether the right arrangements, responsibilities and relationships are in place and at what more the Government can do to facilitate simpler and more efficient partnership working. In line with the rest of the White Paper this is not about top-down structural reform; nor do we expect that one solution will be appropriate for the whole country. In developing these ideas, the need for change will be informed by evidence and by clear demand from frontline services.

### Pooling resources in Tower Hamlets

Tower Hamlets council recently extended its partnership arrangements by introducing twenty new council enforcement officers. The enforcement officers are accredited by the Metropolitan Police Service under the Police Reform Act 2002 community safety accreditation scheme and have a range of enforcement powers in relation to anti-social behaviour and environmental offences. They will work alongside a twenty strong police team (consisting of seventeen police constables (PCs), two sergeants and an inspector), which is funded from a pooled budget, including council funding for fifteen of the PCs. The council enforcement officers provide a highly visible presence; have dedicated patrols across housing estates; support the local drug and alcohol action team and homeless outreach team; as well as being deployed alongside the police. Information is shared and crime reduction activity planned at monthly meetings. Resources are drawn in from youth and drug outreach workers, trading standards, licensing, animal wardens and local environment teams. Any local front line agency can bid for resources.

A key benefit is that the police and council enforcement officers are tasked primarily via this process rather than it being additional to their core duties. As a result of this new approach, a large number of partners can be brought together at short notice to get a better picture of criminal or anti-social activity affecting the borough, and to tackle hotspots. Savings have been made on agency and overtime hours by partners agreeing to help each other out at peak times. Ultimately these changes have enabled agencies in Tower Hamlets to become more responsive to the problems that residents face.

<sup>38</sup> 'Total Place' is a new initiative that looks at how a 'whole area' approach to public services can lead to better services at less cost. It seeks to deliver a step change in both service improvement and efficiency at the local level, as well as across central Government.

- 6.16 We have set out below the practical steps we will take over the next twelve months to gather evidence on ways to simplify crime reduction partnership working and drive up efficiency. The evidence we gather will be considered alongside the National Criminal Justice Board review of the local delivery landscape for crime and justice, and we will use it to build on the relevant aspects of the Communities and Local Government consultation on ‘Strengthening Local Democracy’, as well as the emerging evidence from the ‘Total Place’ pilots. The Home Office’s work with CDRPs and CSPs will also complement the new CLG and IDeA local innovation awards.
- 6.17 **We will explore and promote approaches to simplifying partnership working in at least ten local areas where partners are combining their resources to deliver better services for the public.** We will discuss with local partnerships the action they are already taking to work in more effective and/or efficient ways to deliver local priorities such as reducing anti-social behaviour, acquisitive and violent crime, for example through:
- **Innovative use of resources** such as aligning budgets, joint commissioning, joint tasking, co-located and mixed staff teams, cross-boundary services, shared back office functions, and mergers of district CDRPs in two-tier areas in England
  - **Integrating LCJB and CDRP/CSP working** such as alignment of plans, sharing analysis, joint communications, or streamlining partnership meetings and governance structures
  - **Working through the third sector** to better target services to vulnerable people and increase public confidence
- 6.18 The Government, together with the Government Offices and the Home Office Crime Team in Wales, will work with these local areas on their chosen themes to help them overcome any barriers to joint delivery they are facing. In developing better partnership-working in two-tier areas, for example, the Home Office will work alongside Communities and Local Government to look at ways to facilitate and encourage the removal of the duplication, inefficiency and confused accountability that still exist in areas where local government responsibilities are divided between county and district councils.
- 6.19 This work will provide the opportunity for a number of CDRPs and CSPs to have specific aspects of their work evaluated, and to receive advice and support. The findings will be shared with other CDRPs/CSPs through effective practice examples, and will be aligned with the existing hallmarks of effective partnership working, as well as being used to shape the next steps of partnership delivery. It will also feed into the National Criminal Justice Board review of the local delivery landscape for crime and justice. This will report in spring 2010 and look at the need to ensure that each tier of the delivery system – national, regional, sub-regional and local – is clear about its roles and responsibilities and that functions are performed at the level that will be most effective in delivering outcomes and ensuring best value for money.
- 6.20 Our work with local areas to simplify delivery will support the collaborative approach taken in Chapter 5 by looking at ways to deliver savings in back office functions (such as joint CDRP/CSP analytical resources), co-locating front line staff and the need for business managers in CDRPs/CSPs and LCJBs to work together to ensure that the strategic, operational and



administrative links between agencies are efficient and effective. The potential to apply business improvement approaches to reduce waste in partnership delivery (drawing on the successful implementation of QUEST and LEAN) will also be examined.

- 6.21 As David Blunkett pointed out in his review, there are examples across the country of organisations working together to deliver better value for the public, such as local authorities commissioning extra police services through the allocation of separate funds for specific operations. The provision of support and evaluation referred to above supports his recommendation that the Government facilitate pilot programmes in integrating crime reduction and prevention measures across the criminal justice system, with local criminal justice boards having a much closer relationship with other structures to provide a genuine partnership approach.

### CDRP Mergers

CDRPs can formally merge when it is in the interests of reducing crime and disorder or combating the misuse of drugs, alcohol or other substances. Through pooling of expertise, skills and resources, a merger can enable partners to tackle crime and disorder issues more effectively at a local level and achieve better value for money through greater buying or commissioning power, and more strategic engagement with agencies such as probation, neighbouring areas or upper tier authorities.

Following work with the Home Office and Government Office for the East Midlands to identify ways to improve partnership outcomes, the Broxtowe, Gedling and Rushcliffe CDRPs formally merged on 19 May 2009 to form the South Nottinghamshire Community Safety Partnership. As a result analytical and other resources are being shared under clear strategic leadership, which has led to improved community safety outcomes locally and closer joint working with Nottingham on conurbation-wide issues.

- 6.22 Next summer we will **consult on what more is needed to remove any remaining barriers** to effective and efficient partnership delivery. The Government will consider all responses to the consultation, with a view to **using guidance and legislation, where appropriate, to remove barriers.**

### PRACTICAL SUPPORT FOR PARTNERSHIP WORKING

- 6.23 The Government will continue to support crime fighting partnerships to build their capacity to deliver for the public, for example:
- Supporting partnership work on confidence **by developing a series of effective practice examples based on the hallmarks of effective partnerships**<sup>39</sup> by spring 2010. This will build on good practice emerging from the new CLG and IDeA local innovation awards theme on public confidence. Between now and the end of the current spending review period the Home Office will consider how performance indicators used to measure

<sup>39</sup> Home Office (2007) *Delivering Safer Communities: A guide to effective partnership working* London: Home Office.  
<http://www.crimereduction.homeoffice.gov.uk/partnerships/partnerships001.htm>

performance on public confidence at police force level and local authority level (in England only) might be improved in order to strengthen partnership working. In Wales, the Home Office will also continue to work with the Welsh Assembly Government to ensure that there are appropriate mechanisms in place to support partnership working on confidence. The Society of Local Authority Chief Executives in Wales is currently developing a memorandum of understanding (MoU) on confidence with Welsh police forces. The MoU will be a short, high level document which will set out some agreed practical steps for how Welsh local authorities and other local partners can work with the police to help deliver the single target on public confidence

- The Home Office continues to provide place-based support. Programmes include the provision of funding and **support to thirty five CDRPs which have been identified as having emerging challenges on domestic burglary and personal robbery.** The package incorporates analytical support, increasing the capacity of local prolific and other priority offender schemes, targeting repeat offenders, and the deployment of peer experts. In addition, we will commence a major programme of problem solving support to those priority CDRPs and CSPs with the greatest challenges in tackling serious acquisitive crime, violence and anti-social behaviour. The programme will deploy experts to establish robust local problem profiles and deliver quality problem solving training with a clear purpose to support the tackling, and management of, the most persistent and prolific offenders

- Efficient and effective information sharing between relevant partners is essential for partnerships to tackle crime successfully at a local level. To strengthen the exchange of information we will **publish comprehensive information sharing guidance for CDRPs and CSPs**, which will include what data should be shared, clarity on legislation, and advice on the processes that can be put in place to help facilitate information sharing
- The national Tilley Awards promote projects that have solved problems effectively in local neighbourhood areas, with a measurable impact on crime reduction or community safety. Recent winners have included ‘Operation Fragment’ to tackle metal theft in Avon and Somerset, and the Reducing Criminal Damage project in Bolton. There is a need to ensure that this ‘problem solving’ good practice is embedded across all partners and supported by senior staff, and therefore from 2010 there will be a **new Tilley Awards category for CDRPs, CSPs and LCJBs that have successfully tackled crime or anti-social behaviour by bringing together all key partners**, as part of day-to-day business

6.24 Collaboration between local partners is an essential foundation for improving public confidence and providing an effective response to victims of crime and communities alike. Through the measures we have set out here in this White Paper we aim to ensure that the police and their partners can overcome today’s challenges and continue to tackle crime and disorder, and to put the public at the heart of delivering safer and more confident communities.



*Courtesy of West Midlands Police*





*Courtesy of West Midlands Police*



# Annex

## Policing Green Paper – Progress Report

On 17 July 2008 we published the Policing Green Paper – *From the Neighbourhood to the National: Policing Our Communities Together*. This set out our new vision for policing and the significant programme of reform on which this White Paper is based. The Government made 39 specific commitments, the progress of which is set out below.

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

Commitment	Progress
Conduct an evaluation of the powers provided to Police Community Support Officers ( <b>PCSOs</b> )	An independent review was completed in January 2009, and this has informed the proposals in this White Paper.
Set out clear public-facing standards for the police by introducing the <b>Policing Pledge</b> in all forces in England and Wales by the end of December 2008, and to provide information to the public through the provision of <b>local crime maps</b>	The Policing Pledge and crime maps for individual forces were in place by December 2008. We successfully built on this with the introduction of a National Crime Mapping system in September 2009.
Stretching <b>confidence targets</b> for 2010/11 set for each police force	Forces were set one top-down numerical target – to increase public confidence that the police and local councils are dealing with anti-social behaviour and crime issues that matter locally. This came into force in January 2009, and aims to raise the measure overall from 45% to 60% by March 2012. The most recent British Crime Survey suggests that this is currently ahead of the planned trajectory.
3,600 <b>Community Crime Fighters</b> trained and active in local communities	This project is on track to deliver by December 2009. 3,092 Community Crime Fighters are in place already, and the remainder will be trained by December 2009.

## Chapter 2: Reducing bureaucracy and developing technology

Commitment	Progress
Practitioner-led <b>Bureaucracy Reference Group</b> established to allow frontline officers to advise on where red tape can be reduced	The Bureaucracy Reference Group was established in December 2008, and has been working with Jan Berry to identify potential areas to reduce bureaucracy. The Group has informed Sir David Normington's review and Jan Berry's December 2009 report.
Revised <b>Efficiency and Productivity Strategy</b> finalised	The revised Efficiency and Productivity strategy was published in January 2009.
National roll-out of <b>shortened crime recording and stop and account procedures</b> to free-up officer time	The revised shortened crime recording and stop and account procedures were rolled out to all forces in January 2009; potentially freeing up 690,000 hours of police time and enabling officers to spend more time on other activities.
Publication of <b>Jan Berry's full report</b> , which will include recommendations on standardised processes	Jan Berry published an interim report in February 2009, and her final report in December 2009.
All Police Authorities should set their forces <b>ambitious efficiency and productivity targets</b> (to be considered in Police Authority inspections from April 2009)	The Police Authorities set their forces challenging efficiency and productivity targets in April 2009, and they will be audited as part of the Police Authority inspection process.
Implementation of the new <b>strategy for police information technology</b>	Work began on designing the new strategy for police information technology in April 2009, and the first iteration of the Plan for Convergence is now due in March 2010. The ISIS programme which will deliver this work is due to continue to 2015 and has already been successful in terms of identifying new efficiency gains.
National roll-out of <b>mobile fingerprinting technology</b> to save time for police officers and the public	This technology will be used in conjunction with the mobile data devices currently being issued to officers, and will be available from April 2010.
Roll-out of <b>mobile data</b> to frontline officers – significantly increasing the amount of time officers can spend out on the frontline	30,676 mobile data devices have been delivered to frontline officers exceeding the commitment of 30,000 by March 2010, four months ahead of schedule. The devices are expected to save 30 minutes of each officer's shift.

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

Commitment	Progress
<b>Business policing leadership skills</b> (with priorities) defined (followed by other skills areas)	NPIA have undertaken work to define the domains in more detail. Further work is underway in this area – in particular to strengthen the assessment and development of business skills.
Introduction of Regional Co-ordinators for <b>Special Constabulary</b> to set up local recruitment campaigns to reach target of 20,000 Specials by 2011	All Regional Co-ordinators in post by August 2009 to facilitate the development of best practice, recruitment, national strategy and marketing.
<b>Promotion to Sergeant and Inspector:</b> confirmation of licensing arrangements to enhance the new National Police Promotions Framework	A new two year trial of the National Police Promotions Framework began in March 2009. This comprises the original seven forces but supplemented by another three. The new trial allows robust testing of force licensing arrangements and comprehensive data capture and analysis.
<b>National College of Police Leadership</b> and its Board of Governors set up	The Terms of Reference for the College were agreed in June 2009, and the College was formally established in November 2009.
Identification of <b>key needs for appointment system</b> with the stakeholders who will use the system – including police authorities, candidates and their representatives. This feeds into a framework for the new Senior Appointments Panel to consider	A new framework for Chief Officer assessments is under consideration by the Senior Appointments Panel. There will then be further consultation with stakeholders.
New <b>Senior Appointments Panel</b> begins work, with first co-ordinated appointment round	The Policing and Crime Act 2009, which gained Royal Assent in November, contained statutory arrangements for the panel. Stakeholders will be further consulted on the constitution for the new Panel. It is then anticipated that Senior Appointments Panel will co-ordinate the appointments following the Strategic Command Course in March 2010.
<b>Chief Officer Performance and Development Reviews</b> promulgated for 2009/10	The changes set out in the Green Paper are now being developed.
Launch of <b>graduate fast-track scheme</b>	The roll-out of the graduate fast-track scheme for police officers is planned for the academic year 2010/11.

## Chapter 4: Focusing on development and deployment

Commitment	Progress
Publication of the NPIA <b>National Workforce Modernisation Programme Interim Report</b> to share lessons learnt from demonstration sites	There have been three interim reports, the last of which was published by the Home Office in October 2009. The final report is due to be delivered by the independent evaluators to the Home Office at the end of January 2010.
Good practice guide on <b>shift patterns and deployment</b> published	A good practice 'toolkit' was published in December 2008.
<b>Deployment toolkit</b> and comparative information on <b>workforce mix</b> published	The good practice 'toolkit' was published in December 2008, and the workforce mix information was sent to forces and Police Authorities in June 2009.
Development of standards and methodology for <b>2010 HMIC Workforce Inspection</b>	Work on the strategic framework began in Spring 2009. Further work to refine the detail of the framework will continue to December 2009, in preparation for the inspection in 2010.
Joint Home Office, HMIC and NPIA workshops for forces to provide <b>support on priority workforce areas</b>	These workshops were held in June 2009.
Implementation of joint (tripartite) <b>three-year Equality and Diversity Strategy</b> (following discussion with stakeholders)	The Equality, Diversity and Human Rights Strategy officially launched on 2 December 2009. Forces are aware of the Strategy following the ACPO/NPIA conference held in October 2009.
<b>HMIC Workforce Inspection – Working for the Public</b>	The Inspection is scheduled to start in September 2010.



## Chapters 5 & 6: Co-ordinating change in policing and reinforcing collaboration between forces

Commitment	Progress
HMIC to commence scoping work on <b>collaboration and decision-making frameworks</b>	HMIC began work on this in November 2008, and their report was published in June 2009.
Initial Findings and Recommendations on <b>Next Steps</b> to be submitted to the National Policing Board for consideration	The Initial Findings and Recommendations were discussed at the National Policing Board in March 2009.
Introduce <b>statutory guidance</b> developed in key areas such as HR and procurement	Statutory arrangements have been put in place in the Policing and Crime Act 2009 to provide guidance on collaboration. This will be published at the beginning of 2010.
Introduce legislation to underpin and support proposals for <b>co-ordinated and consistent collaborative frameworks above force level</b>	Statutory arrangements put in place by the Policing and Crime Act 2009.
<b>Lessons learnt on collaboration</b> to be disseminated to police forces and police authorities via guidance notes, seminars and a dedicated website	The collaboration hub website is in place for forces to use and some evidence from the protective services been already been issued to forces and Police Authorities, with further findings and a Final Report to follow in December, supported by a seminar to be held in 2010.

## Chapter 7: Improving performance in policing

Commitment	Progress
<b>Police and Crime Standards Directorate</b> (Home Office) phased out	PCSD was phased out in November 2008.
<b>New Police Authority inspection methodologies</b> to be piloted	Four pilots were conducted between November 2008 and April 2009, and the findings informed the Police Authority Inspection Framework published by HM Inspectorate of Constabulary and the Audit Commission in July 2009.
<b>Confidence targets</b> set for each force	See commitment in Chapter 1 update.
<b>New HMCIC</b> appointed	Denis O'Connor CBE, QPM was appointed as Her Majesty's Chief Inspector of Constabulary in May 2009.
<b>HMIC transition</b> to new role	The change and transition programme for HMIC was completed in September 2009.
Independent <b>inspection of Police Authorities introduced</b> from April 2009	HMIC and Audit Commission-led on-site inspections of Police Authorities in England and Wales began in September 2009, with all Police Authorities due to be inspected by 2011.
First new <b>HMIC format annual report</b> published	The first new format annual report for HMIC is on track to be delivered in March 2010.

# Glossary

Acronym/term	Explanation	Further information/website
ACPO	Association of Chief Police Officers	<a href="http://www.acpo.police.uk/">http://www.acpo.police.uk/</a>
ACPO TAM	ACPO Terrorism and Allied Matters Committee	
APA	Association of Police Authorities	<a href="http://www.apa.police.uk/">http://www.apa.police.uk/</a>
APACE	Association of Police Authority Chief Executives	<a href="http://www.apa.police.uk/NR/rdonlyres/5AAOD000-2BA3-4D74-9FEF-E1914D32FAE5/0/APAANNREPO405.pdf">http://www.apa.police.uk/NR/rdonlyres/5AAOD000-2BA3-4D74-9FEF-E1914D32FAE5/0/APAANNREPO405.pdf</a>
ASBO	Anti-Social Behaviour Order	<a href="http://www.crimereduction.homeoffice.gov.uk/asbos/asbos9.htm">http://www.crimereduction.homeoffice.gov.uk/asbos/asbos9.htm</a>
BCS	British Crime Survey	<a href="http://www.homeoffice.gov.uk/rds/bcs1.html">http://www.homeoffice.gov.uk/rds/bcs1.html</a>
BCU	Basic Command Unit	A territorial division of a police force, which typically coincides with one or more local authority boundaries. It is usually organised under the command of a chief superintendent.
CcfA	Councillor Call for Action	<a href="http://www.idea.gov.uk/idk/core/page.do?pageId=9410176">http://www.idea.gov.uk/idk/core/page.do?pageId=9410176</a>
CDRP	Crime and Disorder Reduction Partnership ( <i>in England</i> )	<a href="http://www.crimereduction.homeoffice.gov.uk/partnerships2.htm">http://www.crimereduction.homeoffice.gov.uk/partnerships2.htm</a>
CJS	Criminal Justice System	<a href="http://www.cjsonline.gov.uk/">http://www.cjsonline.gov.uk/</a>
CLG	Department for Communities and Local Government	<a href="http://www.communities.gov.uk/corporate/">http://www.communities.gov.uk/corporate/</a>
CPS	Crown Prosecution Service	<a href="http://www.cps.gov.uk/">http://www.cps.gov.uk/</a>
CSP	Community Safety Partnership ( <i>in Wales</i> )	<a href="http://www.crimereduction.homeoffice.gov.uk/regions/regions00.htm">http://www.crimereduction.homeoffice.gov.uk/regions/regions00.htm</a>
CSR	Comprehensive Spending Review	
DIP	Drug Interventions Programme	<a href="http://drugs.homeoffice.gov.uk/drug-interventions-programme/">http://drugs.homeoffice.gov.uk/drug-interventions-programme/</a>
DVLA	Driving and Vehicle Licensing Agency	<a href="http://www.dft.gov.uk/dvla/">http://www.dft.gov.uk/dvla/</a>
FEB	Force Executive Board	

Acronym/term	Explanation	Further information/website
FIPs	Family Intervention Projects	<a href="http://www.communities.gov.uk/archived/general-content/communities/respect/familyinterventionprojects/">http://www.communities.gov.uk/archived/general-content/communities/respect/familyinterventionprojects/</a>
HMCS	Her Majesty's Court Service	<a href="http://www.hmcourts-service.gov.uk/">http://www.hmcourts-service.gov.uk/</a>
HMIC	Her Majesty's Inspectorate of Constabulary	<a href="http://www.inspectorates.homeoffice.gov.uk/hmic/">http://www.inspectorates.homeoffice.gov.uk/hmic/</a>
HMCPSI	Her Majesty's Crown Prosecution Service Inspectorate	The independent inspectorate of the Crown Prosecution Service  <a href="http://www.hmcpsi.gov.uk/">http://www.hmcpsi.gov.uk/</a>
HMRC	Her Majesty's Revenue and Customs	<a href="http://www.hmrc.gov.uk/index.htm">http://www.hmrc.gov.uk/index.htm</a>
ICT	Information and Communications Technology	
IDeA	Improvement and Development Agency	<a href="http://www.idea.gov.uk/idk/core/page.do?pageId=1">http://www.idea.gov.uk/idk/core/page.do?pageId=1</a>
IOM	Integrated Offender Management	<a href="http://www.justice.gov.uk/about/integrated-offender-management.htm">http://www.justice.gov.uk/about/integrated-offender-management.htm</a>
IPCC	Independent Police Complaints Commission	<a href="http://www.ipcc.gov.uk/">http://www.ipcc.gov.uk/</a>
ISIS	Information Systems Information Strategy	
LCJB	Local Criminal Justice Board	<a href="http://lcjb.cjsonline.gov.uk/">http://lcjb.cjsonline.gov.uk/</a>
LCSBs	Local Children's Safeguarding Boards	
LGA	Local Government Association	<a href="http://www.lga.gov.uk/lga/core/page.do?pageId=1">http://www.lga.gov.uk/lga/core/page.do?pageId=1</a>
LSPs	Local Strategic Partnerships	<a href="http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localstrategicpartnerships/">http://www.communities.gov.uk/localgovernment/performanceframeworkpartnerships/localstrategicpartnerships/</a>
MAPPA	Multi-Agency Public Protection Arrangements	<a href="http://www.probation.homeoffice.gov.uk/output/page4.asp">http://www.probation.homeoffice.gov.uk/output/page4.asp</a>
MARACs	Multi Agency Risk Assessment Conferences	<a href="http://www.northtyneside.gov.uk/pls/portal/NTC_PSCM.PSCM_Web.download?p_ID=30504">http://www.northtyneside.gov.uk/pls/portal/NTC_PSCM.PSCM_Web.download?p_ID=30504</a>
NCJB	National Criminal Justice Board	<a href="http://lcjb.cjsonline.gov.uk/ncjb/">http://lcjb.cjsonline.gov.uk/ncjb/</a>

Acronym/term	Explanation	Further information/website
NCRB	National Crime Reduction Board	<a href="http://www.crimereduction.homeoffice.gov.uk/crimereductionprogramme/crimereductionprogramme033.htm">http://www.crimereduction.homeoffice.gov.uk/crimereductionprogramme/crimereductionprogramme033.htm</a>
NIS	National Indicator Set	<a href="http://www.communities.gov.uk/publications/localgovernment/nationalindicator">http://www.communities.gov.uk/publications/localgovernment/nationalindicator</a>
NOMS	National Offender Management Service	<a href="http://www.noms.homeoffice.gov.uk/">http://www.noms.homeoffice.gov.uk/</a>
NPIA	National Policing Improvement Agency	<a href="http://www.npia.police.uk/">http://www.npia.police.uk/</a>
NPPSB	National Police Protective Services Board	A new governing body;a sub group of the National Policing Board that drives the police protective services programme
NPTs	Neighbourhood Policing Teams	<a href="http://www.neighbourhoodpolicing.co.uk/">http://www.neighbourhoodpolicing.co.uk/</a>
OCJR	Office for Criminal Justice Reform	
PCSO	Police Community Support Officer	<a href="http://www.policecouldyou.co.uk/pcso/overview.html">http://www.policecouldyou.co.uk/pcso/overview.html</a>
POA	Policing Objective Analysis	
PPAF	Police Performance Appraisal Framework	
PPO	Prolific and other Priority Offender Scheme	<a href="http://www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm">http://www.crimereduction.homeoffice.gov.uk/ppo/ppominisite01.htm</a>
RAN	Respect Action Neighbourhoods	<a href="http://www.homeoffice.gov.uk/documents/respect-action-plan">http://www.homeoffice.gov.uk/documents/respect-action-plan</a>
RESPECT	Reducing Exclusion Starting Positive Engagement with Children Together	
RSLs	Registered Social Landlords	<a href="http://www.idea.gov.uk/idk/core/page.do?pagelId=7175736">http://www.idea.gov.uk/idk/core/page.do?pagelId=7175736</a>
SOCA	Serious Organised Crime Agency	<a href="http://www.soca.gov.uk/">http://www.soca.gov.uk/</a>
SSS	Safer School Partnership	
UKBA	UK Border Agency	
VPS	Victim Personal Statement	<a href="http://www.cjsonline.gov.uk/victim/coming_forward/victim_personal_statement/">http://www.cjsonline.gov.uk/victim/coming_forward/victim_personal_statement/</a>  <a href="http://www.homeoffice.gov.uk/documents/victimstate.pdf">http://www.homeoffice.gov.uk/documents/victimstate.pdf</a>
WCUs	Witness Care Units	<a href="http://www.cjsonline.gov.uk/victim/your_case/">http://www.cjsonline.gov.uk/victim/your_case/</a>
WGLA	Welsh Local Government Association	<a href="http://www.wlga.gov.uk/">http://www.wlga.gov.uk/</a>



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