THE REVIEW OF POLICING

BY SIR RONNIE FLANAGAN

INTERIM REPORT

INTERIM REPORT OF THE INDEPENDENT REVIEW OF POLICING COMMISSIONED BY THE HOME SECRETARY AND CONDUCTED BY SIR RONNIE FLANAGAN.

Foreword

This is the interim report of the Independent Review of Policing in England and Wales, commissioned by Rt. Hon. John Reid MP, as Home Secretary, within the Terms of Reference to be found at Appendix A.

The Review seeks to examine in a targeted way, four areas of particular importance which have the potential to deliver key improvements to the delivery of policing in the coming years. These four specific 'workstreams', are 'Reducing Bureaucracy'; 'Mainstreaming Neighbourhood Policing'; 'Making Most Effective Use of Resources'; and 'Enhancing Local Accountability'. As agreed at the outset, there has, to this point, been a greater concentration on the first two areas and this interim report presents recommendations to quickly address the challenges faced around Reducing Bureaucracy and Neighbourhood Policing. Recommendations on Local Accountability and Effective use of Resources will follow in the final report. This is not in any sense to be interpreted as indicating that these are more important. Nor should a reader consider the workstreams in any way 'stand alone'. They are inextricably linked.

The aim was clearly to avoid the very lengthy process which would be involved in a comprehensive review of all policing but instead to focus more expeditiously on these four key areas which the work to date has indeed confirmed are both substantial and critical to the future success of policing in England and Wales. As I further indicate below, therefore, in no sense are these workstreams being considered as representing the sum total of all that is going on in policing. They must be seen in the context of the complete policing landscape and as complementary to important current work in such areas as counter-terrorism, tackling serious and organised crime, 'workforce modernisation' etc. (It should be noted that such terms as 'policing' and 'the policing family' are used to emphasise the key importance of partnerships, and that we are certainly not merely addressing 'the police').

The report should very much be interpreted as interim. While I have been pleased at the extensive response to our published request for contributions to the Review, there remains much to be done. I am particularly anxious to engage in much wider public consultation as the work progresses. I am deeply indebted to the many people and organisations giving me so much time and effort in this work and they will of course be properly acknowledged in the final report which I hope to submit early next year.

Sir Ronnie Flanagan GBE QPM

Introduction

There has never been a time when the demand for effective policing has been stronger. People are urgently seeking a sense of reassurance within their own community and look for that community itself to be protected from the wider threats of a world which is perceived to be becoming a more dangerous place, notwithstanding the fact that surveys indicate that confidence in the police is growing.

I have found that this Independent Review has been warmly welcomed by the police service itself, by police authorities and indeed by so many others who are actively contributing in such a positive manner. It is necessary of course, to set the four component strands of the Review in the wider policing context. The aim of this short opening section, therefore, is to place the responses which follow in an appropriate setting.

I share the belief of many within policing that the Review is timely, certainly not because of any sense of impending crisis, but due to the real opportunities which exist to make a positive step-change in the quality of policing we deliver.

I feel that an examination of the past decade in policing terms, does show the 'policing family' rising to the performance challenges set, and shows it to be consistently delivering reductions in crime alongside improvements across a wide range of other performance targets. This period of improvement has been driven by both highly focussed leadership as well as some fundamental changes in such areas as intelligence handling, respect for diversity, investigative processes, and the applications of technology.

While international comparisons are notoriously hard to make, it is undoubtedly true that, in professional terms, British policing enjoys a very strong reputation and continues to be associated with innovation and improvement. Overseas commentators often make such remarks to me personally. They consider, for example, the social cohesion role adopted by the service, to be almost unique.

From a personal perspective, I have been impressed by the willingness, at every level within policing, to embrace change. Of course, change we must, if the service is to keep pace with the fast moving developments within British society. While I do not intend to undertake a full environmental scan here (elements of which can be found within the reports which assess the overarching challenges facing policing, such as the National Threat Assessment and Strategic Assessments), it may nonetheless be worth identifying some of the key strands of change.

At a national level the emergence of a new and more potent terrorist threat has become a severe test of police skill and fortitude. Similar, but sometimes less obvious challenges, can also be found across the range of what we now term

'protective services'. The threat of organised crime, the need to undertake more complex investigations and cope with a wide variety of incidents is requiring every police force to re-prioritise its use of resources. This comes at precisely the time when public needs and expectations at a very local level are becoming more obvious. Tolerance of anti-social behaviour has diminished as its real impact on people's lives becomes better understood. A widely held view that such issues as drink related crime and anti-social behaviour by young people are a police only problem, has firmly taken root.

What links the concerns of the locality with international levels of threat is the all-pervasive notion of risk. Nowhere is this better exemplified than around the question of dangerous offenders. Where once policing was primarily concerned with the arrest and conviction of these individuals, it now finds itself inextricably linked with other partners such as the Probation Service in managing the ongoing risk posed by such people.

In this period of rapid change, driven by new technology and globalisation, while it is perhaps a compliment that people look to policing for answers, we must all realise that 'policing' is much too important, much too impactive on all our lives, to be left to the police alone. The answers can only be found where the police work in truly effective partnership with all communities whom they exist to serve. It is in this context that the service must understand the new challenges of the 'Global Neighbourhood' and prioritise resources accordingly.

I use the term prioritise very deliberately because the current financial climate is well understood across the service. It is recognised that policing has enjoyed a sustained period of resource growth. The new challenge is to ensure that resources are being used in an optimal fashion and that the choices associated with their use – for example in addressing both areas of potential great danger and much more local issues – are properly understood and accounted for. I will of course return to this again in the body of my report.

I have found that the 'police family' has recognised the Review as an opportunity to be radical. This is certainly the time for us to find much 'smarter' ways of going about our business. Some opportunities are raised in the body of my report around such areas as the current process for recording crime. Equally I feel we need to be radical in how we can bring about improvement in the way in which different parts of the public sector can combine more effectively to deal with local issues.

There has to be a re-balancing between the centrally driven demands of policing and the growing emphasis on delivering what is desired locally. In this context it is crucially important to enhance mechanisms for local accountability. While this is something which I discuss below, it is something to which I will return in much greater detail in my final report.

I am most grateful to everyone who has contributed to this interim report but will be most keen to hear people's responses to the ideas and recommendations it puts forward. While there are recommendations which I believe have the potential to create real improvements in policing, I look forward to continuing this work and to producing a final report which I trust will deliver further ideas for important developments in the ways in which policing is delivered in England and Wales.

The Context

Notwithstanding that this is merely an interim report wherein I seek to be concise, I do believe that there is merit in setting the work, even in this report, in a little historical context.

The first real, structured, uniformed, civil police force in the British Isles was established by Sir Robert Peel when Chief Secretary to Ireland, through the Irish Constabulary Act 1822. This in fact preceded his establishment of the Metropolitan Police by seven years.

Despite the much-changing context of policing in the twentieth and twenty-first centuries, the fundamental values of the police service, as encapsulated in the nine principles based on the General instructions issued to every member of the Metropolitan Police at the time of its foundation in 1829, remain in my view valid to this day.

These principles are enumerated below:

THE NINE PRINCIPLES OF POLICING

1. To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.

2. To recognise always that the power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour and on their ability to secure and maintain public respect.

3. To recognise always that to secure and maintain the respect and approval of the public means also the securing of the willing co-operation of the public in the task of securing observance of laws.

4. To recognise always that the extent to which the co-operation of the public can be secured diminishes proportionately the necessity of the use of physical force and compulsion for achieving police objectives.

THE NINE PRINCIPLES OF POLICING *(continued)*

5. To seek and preserve public favour, not by pandering to public opinion; but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing, by ready exercise of courtesy and friendly good humour; and by ready offering of individual sacrifice in protecting and preserving life.

6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public co-operation to an extent necessary to secure observance of law or to restore order, and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.

7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police, the police being only members of the public who are paid to give full time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.

8. To recognise always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the powers of the judiciary of avenging individuals or the State, and of authoritatively judging guilt and punishing the guilty.

9. To recognise always that the test of police efficiency is the absence of crime and disorder, and not the visible evidence of police action in dealing with them.

The Police Act 1964, which legislated for many of the recommendations of the preceding Royal Commission, established what is commonly termed 'the tripartite relationship' governing policing in England and Wales. The relationship is between:

*   The Home Secretary who should ensure the overarching efficiency and effectiveness of the police service and the maintenance of minimum standards of service provision;

*   The police authority which is responsible for the efficiency and effectiveness of the police force for its area and for consulting the public on policing matters;

*   The Chief Constable who is responsible for the operational effectiveness of the police force.

Although the relationship has evolved over the years, principally through the Police and Magistrates Courts Act 1994 and the Police Reform Act 2002, its fundamental principles remain at the heart of policing governance.

It is undoubtedly true to say that the police service has accomplished a great deal, with such notable achievements as:

- crime has consistently fallen over the last 12 years;

- the likelihood of being a victim of crime is now lower than at any point in the last 25 years; and

- Neighbourhood Policing has been introduced in every area across England and Wales.

Issues associated with police culture and the treatment of black and ethnic minority communities were addressed in two public inquiries, the Scarman Report (1981) and the Stephen Lawrence Inquiry (1999). The latter in particular led to a significant change in the culture of the service so that the police service of today can justifiably claim to be more responsive to the needs of victims, witnesses and of communities, although this remains an important area where we must remain vigilant.

There has also been a significant programme of police reform, which has seen such developments as:

- the introduction of Police Community Support Officers and the expansion of the employment of police staff in roles at all levels, where warranted powers are not generally required;

- the establishment of Crime and Disorder Reduction Partnerships (CDRPs), the Independent Police Complaints Commission (IPCC) and the National Policing Improvement Agency (NPIA);

- the introduction of an Integrated Competency Framework and National Occupational Standards for the police service; and

- the establishment of the Serious Organised Crime Agency (SOCA) alongside enhanced powers and capacity to allow the service to effectively tackle the terrorist threat.

The issue of crime and disorder, however, undoubtedly remains in the public's estimation as one of the most important issues we face today.

The context in which the police service operates continues to change, (arguably at an ever faster rate), and I believe that this points to the fact that the next ten years will be at least as challenging as the last. I have no doubt, for example, that:

- resources will be 'tight';

- the threat from terrorism will continue;

- police and law enforcement agencies will need to move upstream of organised crime networks and deal with evolving technology by more effective integration and collaboration;

- the 'reassurance gap', (that even if crime falls the fear of it does not necessarily do so) will probably remain stubbornly wide;

- the continuing emergence of new communities;

- anti-social behaviour will not be completely obviated; and

- gun crime, knife crime and a gang culture amongst some of our most vulnerable young people will require a long-term, holistic response.

It is my hope that this Review can help prepare the service to be in a strong position to tackle these challenges in the following ways:

- by reducing the bureaucratic burden upon officers to give them greater freedom to 'tackle' the issues which matter most to local communities;

- by truly 'embedding' Neighbourhood Policing to more effectively deal with such issues as anti-social behaviour; domestic violence; drug and alcohol abuse;

- by making more effective use of our available resources, of which people are the key element, so as not only to sustain performance but to continuously improve it; and

- by enhancing mechanisms for local accountability to enable local people to have a real role in setting policing priorities for their area and to have means to rigorously hold their local police to account for delivery.

1 Reducing Unnecessary Bureaucracy

WHAT IS BUREAUCRACY AND WHY IS THE ISSUE IMPORTANT?

1.1   In my final report I intend to go into some detail into exactly what 'bureaucracy' is and how it has been viewed through the years – from Weber's original definitions through to contemporary attempts to define it – and indeed to outline attempts within policing in recent years to reduce the bureaucratic burden falling on officers. Such a burden has been to the detriment of their ability to provide the level of public presence and service which both they and the public deserve.

1.2   In this context, I felt it was important for me to engage in a number of operational patrols to be able to make an up to date comparison of the burden which falls upon officers today on a typical 'shift' and that which applied when I was a 'frontline officer'. Suffice to say in this report that I found the difference to be truly 'staggering'. This is something I certainly intend to repeat at intervals as the Review progresses and to also deal with in the final report in much greater detail.

1.3   None of this is to suggest that all bureaucracy is bad. Indeed I consider there to be a meaningful analogy between 'bureaucracy' and 'cholesterol'. We often tend, I feel, to forget that there is such a thing as 'good' cholesterol, just as we must acknowledge that there is an absolute 'must' to engage in proper recording and documentation in appropriate cases. The question is, I think, 'Do we go too far?' It must be said that the views presented to us, and the evidence we have found, strongly indicate that indeed we often do go further than is appropriate or necessary. (I think it completely fair to say here that in my view, this does not apply to police alone but to those with whom we work in close partnership and undoubtedly many would argue, to modern society at large.)

1.4   Equally undoubted in my view is that, so far as the police service is concerned, while some of this has been placed as a requirement upon them, some of it has been 'self-created', usually as a perceived protection against some potential future review, inquiry or scrutiny. The risk of this approach is that there is created a culture of 'risk aversion' which can seriously dilute, or at worst remove, discretion or professional judgement. Distinction must thus be made between necessary and unnecessary bureaucracy and there must be greater discretion allowed for the exercise of professional judgement in making this distinction.

1.5   It is my firm view that we must find a better balance in this regard than currently exists. What then are some of the areas we might usefully explore?

1.6   The following have been presented to us as examples (the list is by no means exhaustive) of requirements which bring about a widely perceived view within the police service of the need for them to engage in bureaucracy at an unnecessary level:

- the current demands of courts and the Crown Prosecution Service (CPS);

- the marked increase in performance management requirements from central government;

- various bodies and organisations, such as my own Inspectorate of Constabulary (HMIC), the Health and Safety Executive (HSE), the Office of Surveillance Commissioners (OSC), and many others requiring not sufficiently coordinated and time consuming preparation;

- policy initiatives from central government and police service groups greatly increasing the amount of data recording required of the police service;

- a number of high profile inquiries as a result of significant failings; and

- changes in legislation necessitating new procedures and attendant paperwork that take officers off the street to receive the requisite training.

1.7   There is, I believe, a strong link between the 'reducing bureaucracy' and 'local accountability' strands of this Review. Some of the demand for bureaucracy exists because it is not always easy both to see where accountability lies and for people to hold forces to account at the local level and in a public way. The risk is that essentially local issues are then escalated to be dealt with at the national level. This then leads to ministers and national representatives of the police to set specific criteria for action, thereby increasing a disproportionate bureaucratic burden and reducing local flexibility. The final report of the Review will address this issue further. In the meantime, my thoughts or 'emerging findings' to this point, as to what we might do to address the issue follow:

The Need for National Leadership

1.8   I believe that the primary driver of bureaucracy is cultural and exists not only within the police service but on a much broader basis, and part of the answer, I feel, has to be a vocal national commitment to replace the risk averse culture with one of judgment, discretion and accountability.

> **Recommendation 1:**
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> The Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) must demonstrate clear national leadership on the issue of risk aversion and commit themselves to genuinely new ways of working to foster a culture in which officers and staff can rediscover their discretion to exercise professional judgement. This should find its first practical expression in a joint Compact between the tripartite relationship and the service to be delivered by the summer of 2008. (I see the NPIA as the primary body which should support the ongoing delivery of this vital goal.)

Recording and Subsequent Investigation

1.9   The recording and level of investigation of a vast swathe of minor crimes incidents is in my view, a key area that needs to be re-considered. This was raised in the majority of stakeholder submissions to the Review. **An emphasis on sanction detection levels has undoubtedly to a degree produced the unintended effect of officers spending time investigating crimes with a view to obtaining a detection, even when that is clearly not in the public interest**. An example of such would be a low-level playground common assault. The sometimes inordinate amount of time spent by officers in such tasks could and should be channeled into more appropriate activity.

1.10   It is important to note here that my following consideration of what we might do in this area is not a suggestion that the police should have no role in such matters of low risk activity, but rather, a strong feeling that it can be dealt with in much more expeditious and indeed effective ways without having for example, the rest of the criminal justice system brought into action. It is crucial for example that in any changes adopted, the police do not lose the ability to analyse the picture of low risk activity so as to to be able to identify the potential of escalation towards activity of greater risk, or to identify local 'hotspots' which can be targeted for local problem-solving approaches.

1.11   Nor am I asserting that the emphasis on 'sanction detections' (those broadly which end in a recorded disposal) has been an inherently bad thing. Rather I am saying that it is now time to address some of the unintended outcomes brought about by this emphasis.

> **Recommendation 2:**
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> The government should look again at the priority given to different offences in the new performance regime for the forthcoming Comprehensive Spending Review (CSR) and, in particular, the Public Service Agreement targets for offences brought to justice so that more proportionate weight is given to the different levels of seriousness applied to offences.

The National Crime Recording Standard (NCRS) and Notifiable Offence List (NOL)

1.12   Concern around the accuracy of data collected by the police for recorded crimes fuelled recognition within the police service that a more robust system for recording crime was needed. Hence the National Crime Recording Standard was developed and adopted by all forces. This, amongst other things, placed emphasis on victims' feelings and sees recorded as crimes whatever victims feel or report as crimes. Similarly, an act of a multiple theft which would have previously been recorded as a single crime is now recorded as multiple crimes. The National Offences List[1] defines all of those crimes which should be recorded by police and notified to the Home Office. In 1998 a number of offences were added to this. This change led to the recording of more than 600,000 more crimes in its first year, including a more than doubling of the number of violent crimes recorded by the police. The NOL changes in 1998 added a number of new crimes to the list – in particular some low level violent crimes, such as common assault and public order offences (harassment), along with possession of drugs. There is further, concern that some of the offences currently classed as *violent* offences do not actually involve injury or physical assault, but their classification and inclusion within performance targets, whether nationally or within a police force, then demand considerable police effort to investigate, and can lead to a misleading public perception in relation to the real level of what I believe the public would define as violent crime.

1.13   Crime statistics have been reviewed twice recently. An independent review was carried out by Professor Adrian Smith and a related report by the Statistics Commission was produced. Both noted concerns over the way in which 'violence' is classified. The Smith Review recommended that the Home Office re-define violent crime to include only crimes which actually cause physical injury, or where the threat to inflict such injury is likely to frighten a reasonable person. There may be further scope for other changes in crime definitions and recording practices which I intend to explore further as part of my Review.

1.14   Changes to the recording of crime can be emotive, and are often technical, but are in my view nonetheless capable of rational examination and explanation that can maintain public confidence. This is important if any changes are considered to lessen the burden of bureaucracy.

Recommendation 3:

The Home Office should re-define violent crime to include only those crimes which actually cause physical injury or where the threat to inflict such injury is likely to frighten a reasonable person.

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[1]   Full details of the NOL and the definitions of crimes within it are published by the Home Office at http://www.homeoffice.gov.uk/rds/countrules.htm, and statistics on the numbers of crimes in each category are published in Table 2.04 of the Home Office publication "Crime in England and Wales" (http://www.homeoffice.gov.uk/rds/index.html).

1.15   I am conscious that even in the very recent past this area can quickly become a matter for party political debate which I feel can be unhelpful to operational policing. In the context of this independent Review, I therefore make a key further recommendation which I personally intend to follow up as the Review progresses.

Recommendation 4:

There should be a non-party political but truly cross party debate to inform a revision of recorded crime statistics, particularly in the areas currently designated as violent crime. In this context, a closer examination of why international police colleagues do not record anything like the level of activity as 'violent crime' will be critical.

Systems and Procedures

1.16   There is also, I think, a case for examining risk-aversion in the deployment of officers and staff and local processes for the investigation and tackling of incidents.

1.17   One suggestion by practitioners has been the adoption of operating principles that are clearly replicable in any police force. Generally each force has its own processes (including forms) for most areas of activity. The final report will explore this further within the work on resource management, to see how, with assistance from the NPIA and ACPO, this approach can be developed alongside continuing progress on workforce modernisation and systems development.

National Forms

1.18   One of the most visible and easily measured examples of unnecessary variation in practices between forces is the multiplicity of different forms used by forces to record the same category of incident. For example, of the eight forces represented on the practitioners' group for the Review one uses a 28 page booklet to record a missing person, while another has a 16 page booklet. Collision reports are even more varied, ranging from a 15cm by 10.5cm 44 page booklet and an 8 page A4 pack.

1.19   Part of this widely varying landscape of bureaucracy represents different approaches to policing an area and the acquisition of additional information, but also a degree of risk aversion on the 'just in case' principle or even the misinterpretation of legislation and ACPO guidance. **While unglamorous, there is a case for a generic set of forms of minimum likely requirements that can be set nationally and adopted locally.** This will subsequently make the transition to a possible national technological system in the future easier and will ensure that any digital roll-out of access to and production of data that much more feasible.

Recommendation 5:

ACPO should work with the NPIA to produce mandatory standard forms based on the minimum appropriate reporting requirements. This work should be completed by summer 2008 and forces should adopt them unless there are compelling local reasons for variation.

The Bureaucracy of Performance, Inspection and Audit

1.20   The police service has never been so comprehensively inspected and audited as it is today. The effect of this has been to considerably drive up standards, but it also means that forces invest considerable resource and energy in servicing inspection and audit requirements. A range of 'inspectorates' can 'descend upon' a force at any time, with insufficient formal mechanism for coordination and managing the related workload for forces. (There are clear parallels between this area and the discussion on the performance regime – individual good intentions overtaken by the total impact). It is therefore not just important to reduce the inspection requirement from any one organisation but also, to better regulate the way that the different inspection and audit bodies work together. Much is going on in a body which brings together the five Chief Inspectors (including myself) responsible for Policing, Prisons, Probation, Crown Prosecution and Courts' Administration but as the Review progresses, it is my firm intention that even more, and on a wider basis, can be achieved in this area.

1.21   I have already mentioned the importance of ensuring that we reduce unnecessary bureaucracy to enable police officers and staff to focus on activities which matter to the public.

Recommendation 6:

I recommend that officials should consider whether it is possible to develop, as part of APACS, a set of business indicators for police activities which could show how effectively the police service works and act as benchmarks for good practice.

Annual Data Requirement

1.22   Forces assemble a great deal of data for the Home Office Annual Data Requirement (ADR).

Recommendation 7:

The National Policing Board should carry out an urgent and fundamental review of the ADR to report by the end of the year. This should be delivered in conjunction with the Home Office's wider programme of data stream reduction which it is undertaking as part of the government's programme to reduce bureaucracy on frontline public services.

Activity Based Costing

1.23   An important objective of audit and inspection is to ensure that the police service is operating effectively and making best use of public money. Currently around £11 billion is spent on policing in England and Wales. It is important for government to know how these resources are being used. It is therefore of course important for police authorities, chief constables and local commanders to know in detail where their 'spend' is actually going. In recent years this has been largely achieved through Activity Based Costing (ABC). There is a case, in the long term, for standardised information systems across forces that will deliver a great deal in this area. It has been strongly suggested to us that in the meantime, there is a case for stratified sampling of activity by officers and staff to replace the current two week activity analysis of large numbers of officers. I am aware of interesting work underway in this area and I feel there is merit in this suggestion.

1.24   One force using Airwave (the police radio system that may also record police officers' activity) is able to update status via a hand-held or vehicle radio set. Following further work, it is now believed that by a refinement of the Status Message codes that Airwave produces, and the results of the National Standard of Incident Recording (NSIR) activities, data could be produced which would negate the need for officers to complete paper forms.

Recommendation 8:

The Home Office should initiate a revision of Activity Based Costing with stratified sampling by Autumn 2008. The NPIA should carry out an investigation of the suitability of Airwave to gather information on officers' daily activities by summer 2008.

'Stop and Account'

1.25   As I indicate earlier much bureaucracy is derived with a totally positive aim in mind. 'Stop and Account' is a means of securing important information and offering appropriate advice and direction. The service provided by police to different communities has not always been proportionate to need or expectation. This was the driver behind the introduction of 'Stop and Account' following recommendations from the Stephen Lawrence Inquiry. It is perceived as an important source of auditing police activity and

offering reassurance by some. By others it is seen as a constraint on officers' willingness to challenge or investigate. I have personally witnessed instances where those in receipt of a Stop and Account form regard it suspiciously as a means to record *their* details, rather than monitor police activity. It has further been observed by practitioners that some officers avoid questioning members of the public and can instead be more directive with the public to avoid the filling of the form.

1.26   Is this necessary or unnecessary bureaucracy? Stop and Account provides useful information but does consume a resource. For example, a force submission to the Review described how they had produced over 79,000 Stop and Account forms in 2006, from which the administration and recording processes has been estimated at 25 minutes per submission. Across the force this would equate to 32,916 hours of process work or a full time commitment of 16 staff members dedicated to filling and processing stop and account forms.

> **Recommendation 9:**
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> The Review will give urgent consideration to how Stop and Account/Search can be better administered and the bureaucracy surrounding it significantly reduced. In doing so, I will consult widely (and as part of my existing Equality Impact Assessment) both with key leaders and stakeholders from a diverse range of communities and from within the service.

The Regulation of Investigatory Powers Act (2000) (RIPA)

1.27   I have referred earlier to a perception within the police service that the operation of RIPA and the activity of the Office of Surveillance Commissioners (OSC) brings about an unduly heavy administrative burden upon police. As I further indicate earlier, I have no doubt that at least part of this burden is brought about by instances of police going further than either the legislation or indeed the OSC require. I have initiated dialogue with the Chief Commissioner in this regard and intend to build upon this as the Review progresses. I am also familiar with current work initiated by ACPO and NPIA in this regard and will be maintaining close liaison with them to ensure that any guidance developed for the service in this area is appropriate.

The Broader Criminal Justice Process

1.28   The police service rightly has a duty to ensure that its actions are transparent and appropriate. The power to coerce requires regulation and accountability. It is essential that the police make proper records of their actions if they are going to secure sound convictions in the courts and justify themselves against complaint. Yet it is in this area that the risk averse culture is most strongly entrenched and about which front line officers have the greatest concerns. The process leading to charge and time taken in compiling files for court is significant and warrants further scrutiny.

1.29 The Home Office is already reviewing the Police and Criminal Evidence Act (1984) (PACE) with the intention of improving its operation and removing unnecessary bureaucracy. A further example is the current piloting of postal requisition as an alternative to summonsing to court, which I believe, has great potential to reduce unnecessary bureaucracy within the service. If postal requisitions can extend to crime cases – and pilots to test this procedure are starting now – there is great scope to reduce 'bail to return' to the police station.

1.30 In terms of case files, work is already underway to identify where unnecessary bureaucracy may be reduced and processes improved, overseen by the Office of Criminal Justice Reform (OCJR). The Police Federation noted their support for the Simple Speedy Summary Justice initiative (known as CJSSS) in their submission to the Review. A streamlined procedure for prosecution preparation is being developed, in the form of 'Directors Guidance Quick Process' (DGQP). This is being piloted in two forces, and early results are very encouraging in saving officer time. Early evaluation suggests that on average, this new process saves an hour and a half of officer time per case file.

> **Recommendation 10:**
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> The principles of DGQP seem to show great promise in dealing with proportionality in case file building. ACPO and the CPS should jointly look to find ways of implementing these principles nationally as soon as possible, building on the early work of the two pilots.

> **Recommendation 11:**
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> The Home Secretary, the Secretary of State for Justice and the Attorney General should urgently consider the creation of a shared target for the reduction of bureaucracy, shared by the CPS and the police. The target should have a clear expectation that the amount of time the police are dedicating to case preparation should be appropriately reduced through smarter ways of working and the identification and dissemination of best practice.

1.31 A further area of significant impact upon the police service arises from the disclosure provisions of the Criminal Procedures and Investigations Act 1996. Its provisions are important. However, some concerns have been expressed by ACPO about the totality of the disclosure rules and the possibility that they can be disproportionate. Work is ongoing within the OCJR to consider these issues. This is a most useful and constructive undertaking and one with which I look forward to engaging as the final report is prepared.

Custody

1.32 There is undoubtedly a great deal of good and necessary bureaucracy within **custody suites**, much of it put in place to protect the vulnerable, to ensure due process of the law and to provide accountability for police actions. However, several areas of potential improvement have been identified by the Review.

1.33 The interaction from the custody suite with agencies and individuals within the Criminal Justice System (CJS) provides information that may be of crucial importance but it also generates a considerable number of requirements on the police. While the introduction of technological innovations, such as joined-up IT and better gathering of forensic evidence, has started to help forces, there remains scope for even greater mutual understanding between the police and their criminal justice partners, and the needs that each has and the burdens which fall to each. I have identified what I consider to be potential 'good practice' in this regard in London and have discussed with the Director of Public Prosecutions how we might take this further.

1.34 There is a wider issue surrounding how the police can improve interactions with many of their CJS partners by **"commissioning"** services from them within custody. An example of this can be seen in how one force has piloted a scheme whereby they commission the Crown Prosecution Service (CPS) to take over part of the case-building process. This has resulted in direct savings for the force and income for investment for the CPS.

1.35 Pilots are currently underway to assess the benefits of using **Virtual Courts** as a way to reduce costs and improve efficiency in the custody process. By creating a virtual link between the custody suite and Magistrates' Court significant savings can be made in reducing prisoner transport costs and making better use of Magistrates' time. It can make the difference between a hearing on Friday evening and a weekend holding, with a hearing on Monday. The scheme also offers the opportunity for Magistrates' Courts to operate more flexible hours which are closely matched to demand, and in turn, reduce pressure on custody suites. (It can of course only operate with the consent of the prisoner involved).

1.36 While the current pilot has yet to be fully evaluated, I have again discussed this process with the Director. We are both enthusiastic about the potential this has to offer to streamline processes and save valuable time.

Recommendation 12:

Following completion of the pilot evaluation, urgent consideration should be given to rolling out virtual courts, both geographically and in terms of the categories of cases they can cover.

Information Technology Solutions

1.37 Effective use of new technology needs to be preceded by cultural change and a shift toward more streamlined processes. Improvement of business processes needs to be carried out in two stages. Firstly to address the underlying causes of the unnecessary bureaucracy and second is to link this process to better resource management.

1.38 **The final report will consider in greater detail how the police service can better exploit IT in order to police more effectively**. A key challenge here is to ensure better co-operation in terms of inter-force operability and systems compatibility. Too many systems are developed on a force only basis.

1.39 A sensible way forward is to develop **minimum standards of functionality**, and to prioritise new and developing IT in this regard. It remains frustrating how much 'double-keying' still goes on in forces, whose multiple systems still do not interact effectively within one force area, let alone between different forces. **It would be a realistic and achievable aspiration to set a target date for all forces to ensure that data only has to be entered once into a computer system, and for any onward dissemination between systems (e.g. from crime recording to intelligence) to be done automatically**. Further work will be carried out with the NPIA in the autumn to see how forces can achieve this.

1.40 Minimum standards of functionality would be particularly welcome in the field of mobile data technology. A number of forces are investing or considering investing in mobile data systems to both access data and to produce it.

1.41 There are a number of strategic options, as follows:

1 A continuation of the present approach, in which forces develop their own solutions and roll them out in accordance with their own business planning.

2 The development of a national model for mobile data deployment, with a prescribed technical platform and applications suite. This would be based on evidence from trials which have taken place under the auspices of the Mobile Information Programme Board (MIPB), involving British Transport Police, Bedfordshire, Hertfordshire, Staffordshire, Strathclyde and Sussex.

3 A hybrid model, in which there is a consolidated national programme which supports a variety of platforms and applications, and where there is a national programme to remove obstacles and provide technical, procurement and other enablers to accelerate progress.

Recommendation 13:

As part of the next phase of the Review, the MIPB should urgently identify the costs and benefits of rolling out mobile data on a service-wide basis and recommend an appropriate way forward for doing so.

2   NEIGHBOURHOOD POLICING

THE CONTEXT: WHY NEIGHBOURHOOD POLICING MATTERS

2.1   Crime, from international drug trafficking, to terrorism and anti-social behaviour is grounded in, and affects communities across England and Wales. Communities can create the conditions for crime to flourish or flounder. However, communities also have an increased expectation of service and expect greater responsiveness from public services.

2.2   In responding to these issues, Neighbourhood Policing must be mainstreamed in a sensible and sustainable manner whilst ensuring that expectations from partners and communities around what Neighbourhood Policing can actually deliver, are managed. That does not undersell Neighbourhood Policing, for Neighbourhood Policing can and does significantly increase partner and community confidence in the police, as well as increase the 'legitimacy' of the police within a broader context of service delivery and enhanced accountability.

2.3   Thus, in order to achieve these gains, the unrelenting focus here is on *mainstreaming* Neighbourhood Policing. But Neighbourhood Policing does not, cannot and must not operate in isolation from the rest of the police family. Neighbourhood Policing and response teams are particularly inter-dependent, both supporting the delivery of the other's objectives – response officers providing an initial, 'crisis' response to incidents and neighbourhood officers and staff addressing the longer term, underlying causes of those incidents. Simply, one cannot exist without the other and this Review has been mindful of this.

The Potential of Neighbourhood Policing

2.4   Truly effective examples of Neighbourhood Policing recognise the interdependence of local agencies in being able to effectively tackle crime, and take a collective approach in order to ensure that the very real and impressive potential of local public service delivery is harnessed, and delivered seamlessly. The point is clear, **community safety is no longer the sole preserve of the police**. Far more can be achieved through close partnership working.

2.5   Furthermore, Neighbourhood Policing has a real potential to make an impact on community cohesion. Through engagement, increasing participation, responsiveness, delivering real outcomes, and the increasing of police 'legitimacy' amongst communities, it provides a real opportunity to develop cohesiveness amongst communities. For the result of *successfully* mainstreaming Neighbourhood Policing will be a far closer relationship between those parts of the community with an interest in community development, therefore increasing cohesiveness, and creating unfavourable and hostile conditions for all crime to grow.

2.6 Four key factors played a critical role in the emergence of Neighbourhood Policing:

- the desire to address the **"reassurance gap"** (the gap between falling crime rates and the public's perception of crime);

- the success of the **National Reassurance Policing Programme (NRRP)** which demonstrated clear benefits of adopting a local approach to policing;

- the introduction of the **Citizen Focussed Policing Programme**; and

- **academic and international research** on the effectiveness of Neighbourhood Policing.

2.7 For these reasons Neighbourhood Policing emerges from a very strong foundation that significantly differs from previous approaches.

"Successful" Neighbourhood Policing

2.8 Neighbourhood Policing extends beyond narrow success criteria. Many of the outcomes it seeks to deliver are rooted in confidence measures and longer term reductions in crime and the fear of crime. Furthermore, Neighbourhood Policing, by definition, should look different in every neighbourhood. The following are of critical importance in delivering successful Neighbourhood Policing:

- **visible, accessible and locally known** authority figures;

- **community involvement** in identifying local police priorities, followed by targeted police action and problem-solving to tackle them; and

- **strong relationships and joint working** with local partners to address community safety and quality of life issues.

2.9 Looking at internal success measures, Neighbourhood Policing would be viewed as an essential, unshakeable and core part of a police force's business. Sufficient resources and organisational support would be made available both locally and centrally to support mainstreaming Neighbourhood Policing. Officers and staff would *want* to work on Neighbourhood Policing teams, there would be very little staff turnover and Neighbourhood Policing would come to be seen as *the* mechanism through which policing is delivered in England and Wales. Finally, successful mainstreaming would mean that real and long term outcomes in crime reduction, fear of crime, problem solving and community confidence were achieved.

Delivering Neighbourhood Policing

2.10   This Review has found that there are four key areas that still need to be addressed to ensure that Neighbourhood Policing is recognised as an essential component of a modern, professional police service. These will be the focus of this report:

- **Developing and Extending Partnership Working** with a range of partners in order to find long-term solutions to crime, the fear of crime and quality of life issues.

- **Cultural Change** is required within the police service. Neighbourhood Policing is a significant departure from how policing has previously been delivered. There is therefore a significant recruitment, learning and development, and leadership challenge to mainstreaming Neighbourhood Policing within a context of increased responsiveness to the public.

- **Performance Measurement** for Neighbourhood Policing needs to be sufficiently flexible to incorporate the breadth of activity and outcomes delivered by Neighbourhood Policing. That which is measured gets focussed on and it is therefore important that performance frameworks incentivise those behaviours which support the mainstreaming of Neighbourhood Policing.

- **PCSOs** have made a significant contribution to Neighbourhood Policing teams. Now that they are in place, and because of the critical role they play within these teams, it is important that greater clarity is provided around their role, recruitment, development and future status.

PARTNERSHIP WORKING

Neighbourhood Policing and Management

2.11   Neighbourhood Policing – because of its emphasis on partnership working – will only be successfully mainstreamed if it is entrenched within a much broader and multi-agency approach known as 'Neighbourhood Management'.

2.12   Neighbourhood Management involves the joining up and seamless delivery of local services within neighbourhoods. Until recently the two approaches have sometimes developed separately, yet the evidence suggests that by integrating, increased community satisfaction and confidence can be achieved. For this reason, Neighbourhood Policing needs to become a core activity occurring within and through local partnership structures so that it can effectively tackle crime, fear of crime, and quality of life issues.

Better Coordination

2.13   The Review has seen considerable support and enthusiasm within Government for developing a consistent and coherent Neighbourhood Management agenda. It is apparent, however, that the full benefit of this could be improved

by better cross-departmental coordination. This might take the form of a joint Neighbourhood Management/Policing delivery plan, and consideration should be given to establishing a cross-cutting, multi-disciplinary implementation team to do this. This should include representatives from Communities and Local Government (CLG), the Home Office, the Association of Chief Police Officers (ACPO), the Local Government Association (LGA), the Association of Police Authorities (APA), the National Policing Improvement Agency (NPIA), the Improvement and Development Agency (IDeA) and the voluntary and community sector, but could be even wider.

2.14   While local accountability arrangements will be addressed in the final report, it should be emphasised that partnerships will only be truly effective if the agendas of the Home Office and CLG are clearly aligned. These concerns have been repeatedly expressed to the Review. The Review welcomed the emphasis placed in the Local Government White Paper (2006) on greater alignment but this is an area that would conceivably be helped by the creation of a joint project team. For Neighbourhood Policing to become properly embedded within a Neighbourhood Management approach, joining up policy from the centre to the local level must be addressed.

2.15   There is a growing need to provide partners in the community safety arena with proper and joined up support, guidance and good practice. The Crime and Disorder Reduction Partnership Reform Programme is about to publish guidance on effective partnership working but this is only one of a number of areas that are currently under development at a national level, which will need implementation support locally. The recent report from the Independent Commission of Integration and Cohesion and *Community Justice* initiatives both place an emphasis on more cohesive local delivery and consideration should be given on how this is best supported.

Recommendation 14:

CLG and the Home Office should work with ACPO, NPIA, APA the voluntary and community sector, LGA and IDeA to draw up an Action Plan to integrate Neighbourhood Policing with Neighbourhood Management to be published at the end of the year (2007). A cross-departmental/multi-agency team should be created to deliver the Plan. I will return to this issue in my final report.

Partnership Accountability Arrangements

2.16   Successful Neighbourhood Management will only be achieved if there is clear accountability amongst the different partners. With a plethora of different agencies and bodies involved in service delivery at a local level, true and effective accountability can be hard to deliver. There is considerable work underway to bring this about with the development of new-style Local Area Agreements (LAAs) which will ensure that all partners, including the police, are working towards the same agreed objectives, and the Comprehensive Area

Assessments (CAAs), which will look at the risks to delivery on an area, rather than an institutional basis. But there is still some confusion about the range of local partnerships and their respective roles and accountability.

2.17   Finally, the Review see an opportunity in the ongoing work to develop future Public Service Agreements (PSAs), which can provide better alignment around high level strategic priorities. The need to ensure this is well understood by those currently engaged in this work is critically important.

Pooling Resources, Participatory Budgeting and Joint Consultations

2.18   The development of LAAs and a common performance framework within CAAs and APACS are vital ingredients in developing a common purpose for partners locally. But this could be strengthened further by increasing the pooling of resources and budgets, including within LAAs. Local authorities have fed into the Review good practice on this occurring in different parts of the country. In some cases, a single Community Safety Manager will run and line-manage teams made up of different local service providers.

2.19   The Review has been impressed by this, but also acknowledges the very real concerns around pooling local budgets, and the threat this might present to operational independence. However, I believe that there is significant merit in exploring further how community safety might be improved through better local resource integration. This will be given further consideration before the final report.

2.20   There is also scope for the police to take part in existing participatory budgeting schemes. Participatory budgeting takes many different forms. However, it normally entails the involvement of a local community in deciding where parts of a budget destined for a local area will be spent. A basic example in a community safety context might involve the local community deciding on whether a portion of the community safety budget should be spent on programmes for 'at risk' young people, or an extra local authority street warden.

2.21   **Participatory budgeting has been successfully piloted in England and Wales and I would like to explore this further before the final report is published**. Could the addition of part of a Neighbourhood Policing budget more effectively support this? Could it not only enhance community safety outcomes, but also the democratic accountability of the police?

2.22   In line with this, it has become clear during the Review that different local public service providers often undertake community consultations on broadly similar themes. There ought to be a greater emphasis at a local level on making this more seamless. Whilst the Review will not make a firm recommendation around this as it would be impossible to enforce, and local areas must develop arrangements appropriate to their circumstances, the Review would strongly endorse greater joining up, seamless provision and sharing of consultation data at a local level.

Recommendation 15:

The Home Office and CLG should give urgent consideration to establishing a pilot that will take place in 2008-09 on the pooling of budgets between local community safety partners. This would examine the benefits that can be delivered and the challenges of rolling it out more widely. I envisage these pilots as being complementary to, and more local than, LAAs.

Internal Partnerships and Systems

2.23   Partnership working should not just be orientated externally. If Neighbourhood Policing is to become mainstreamed then it is vital that Neighbourhood Policing teams are effectively joined up with other parts of the police service. This is most notable in the counter-terrorism arena where Neighbourhood Policing teams already make a significant contribution, but this could be developed further.

2.24   Police forces are large organisations and the public are likely to interact with parts of the service beyond Neighbourhood Policing. It is important that contact management systems and a relatively basic awareness of a person's journey through the police service is generated so that Neighbourhood Policing teams and others can provide an appropriate and seamless service throughout. This will be developed further in the final report.

Further Developing Partnership Working

2.25   Because of the importance of partnership working the Review will consider the feasibility of creating a centre(s) of excellence – either based locally or centrally. For example, the Review will be exploring with CLG and the LGA, the potential for joining up and aligning support through their joint National Improvement and Efficiency Strategy (NIES) building on current support arrangements for improving partnership working locally and enabling key practitioners from across the field to come together and share and disseminate knowledge. Linked to this is a desire to promote the benefits, and value for money savings of partnership working more widely amongst local delivery bodies.

2.26   Therefore, more work is needed, within the context of the draft NIES, to encourage and enable partnership working to solve community defined problems. This would need to assess the steps that must be taken to champion, facilitate, reward and incentivise joint working as well as identify some of the organisational cultural impediments to closer working.

2.27   A precedent for this has already been set. Safer Schools Partnerships provide an excellent opportunity to develop structured joint working between schools and the police. Evaluations have shown that they are proving effective in improving behaviour and attendance, with truancy falling significantly and pupils feeling much safer. In addition, they can help to cut crime and anti-social behaviour. Safer Schools Partnerships have also been shown to help develop strong and positive relationships between the police and young people, and to help young people develop a sense of being part of the local community. We would recommend that forces work closely with all schools in their area to ensure that they identify those with a clear need for a Safer Schools Partnership.

2.28   As this shows, partnership work extends beyond policing. That is why further, cross-departmental work is needed to develop new and existing research into concrete action. An outline research project on a similar theme was submitted by the Home Office to the Cabinet Secretary's Strategy sub-group earlier this year. **This would provide an ideal vehicle for taking forward this work with appropriate cross-departmental support**.

Recommendation 16:

The Home Office and CLG should urgently review the existing evidence on the partnership benefits which arise from embedding Neighbourhood Policing within a Neighbourhood Management approach in order to inform the forthcoming CSR. The review of evidence should work within the principles of the National Improvement and Efficiency Strategy and build on current improvement architecture to drive forward improvement.

PERFORMANCE

History and Context

2.29   As with any public sector organisation, the police are measured on key areas of performance. It is therefore understandable that it is in these areas that resource and effort will be focussed and absolutely crucial that the performance framework is balanced sufficiently to include Neighbourhood Policing and recognise it as a key strand of the police's work.

Future Developments

2.30   There is an emphasis across the public sector on developing a more high-level, streamlined approach to monitoring performance in the future. There will also be greater emphasis on local flexibility so that local areas can set their own priorities within an agreed national framework. Local authorities, working alone or in partnership, will be assessed under CAAs that will combine and align a number of current inspection regimes, and adopt a risk-based approach to inspection.

2.31   Similarly, a new performance framework for the police – Assessments of Policing and Community Safety (APACS) – is currently being developed by the Home Office and partners. It is important that this framework is sufficiently flexible to incorporate Neighbourhood Policing activity without being over-burdensome for the service and other partners. For example, it is important that community confidence and satisfaction measures are given sufficient weight alongside measures of crime. Further, it will also be important to ensure that APACS continues to be aligned with the new local government performance framework and CAA to prevent unnecessarily bureaucratic governance arrangements from getting in the way of delivering community safety. The Police and Crime Standards Directorate (PCSD) of the Home Office has developed into a centre of good practice and support, and the review has confidence that, in making assessments as to where support can be deployed, sufficient regard will be paid by PCSD to the community confidence measures as to the other components of the APACS framework.

2.32   The Review is cautiously optimistic that the strategic vision for APACS sets the correct tone. But it is critically important that the aspirations are realised and translated into the delivery of an APACS framework which gives sufficient credit for effective Neighbourhood Policing. The Review acknowledges the challenge in balancing national imperatives with local flexibility and hopes that whatever balance is eventually struck pays due regard to core aspects of Neighbourhood Policing. I am encouraged by the dialogue I have had with those involved in the development of APACS that there is a shared desire to ensure that proper weight is given to Neighbourhood Policing outcomes.

Recommendation 17:

APACS should give proper weight to Neighbourhood Policing outcomes such as partnership working, problem solving, community confidence and satisfaction, and how effectively Neighbourhood Policing teams address community concerns in addition to any measurements around crime reduction. Furthermore, APACS should continue to align with the new local government performance framework.

Recommendation 18:

The Home Office and NPIA should work with CLG to ensure that the Single National Indicator Set includes measures on confidence and satisfaction that are applicable to Neighbourhood Policing. These are due to be finalised soon and I would encourage that this work takes place as a matter of priority.

Other Means of Managing Performance

2.33   The national APACS performance framework is an important lever over force performance, but it is not the only one. Police Authorities, for example, are closer to local issues and the concerns of individual forces than central government, and they have a significant support and challenge role to play

in performance management. Police Authorities need to understand the aims of Neighbourhood Policing and be able to link national standards of good practice with local contexts so that they can assess how well forces are delivering on these aims. The Neighbourhood Policing Programme Team has produced a number of resources that might be useful in this area until more robust national indicators are developed.

Data Collection

2.34   As discussed above, community confidence and satisfaction in Neighbourhood Policing teams is of critical importance to the success of mainstreaming Neighbourhood Policing. However, local public service providers currently capture such information in a number of different ways. **There is a real need to gather such data but currently it is high level and cannot be broken down to levels that can help inform local decision making**. Many forces, local authorities and other partners are collecting similar data and there appears to be a clear value for money rationale to review this approach and consider how potential efficiencies could be realised for more frequent, consistent and locally available data.

2.35   This could also help to inform the development and population of APACS as well as adding real value at a local level. Greater central coordination (in consultation with stakeholders) of this data would go some way towards providing real and genuine outcomes in community safety.

CULTURAL CHANGE

2.36   Neighbourhood Policing provides such a significant departure in how policing is delivered in England and Wales that there are significant cultural hurdles that need to be overcome. Furthermore, building up the evidence base on the effectiveness of Neighbourhood Policing will be vital in ensuring that police and partners recognise the value of it. This is an important element within a wider context of increasing responsiveness to the public and in doing so, aiming to build and sustain greater community confidence. ACPO, the APA, the Home Office and the NPIA all have a role to play in raising the profile of Neighbourhood Policing, and there are a number of actions that could be taken to demonstrate this overall commitment.

Recruitment and Skills Development

2.37   There is a recognised need to ensure Neighbourhood Policing is located within a wider context grounded in responsiveness to the public. The creation of an ACPO 'Citizen Focus' Business Area is a positive step and will enable the service to commission the NPIA to better support forces in this area. Further work needs to be undertaken to develop a joint plan so that forces can consistently implement this approach. This work is currently being led by the NPIA but requires the active involvement of ACPO, the APA, the Home Office and the Office of Criminal Justice Reform to develop this further.

2.38   This goes beyond just Neighbourhood Policing and requires an appreciation that in order to mainstream Neighbourhood Policing, fundamental skills, such as problem solving, need to be integrated across all frontline policing services. Forces need to consider how best to achieve this, but nationally, a review of the Initial Police Learning and Development Programme (IPLDP) to ensure that problem-solving skills feature prominently is vital. Similarly, creating opportunities for police officers and staff to develop relevant skills should be sought, and these, judged against a national standard. The NPIA should conduct an audit of all relevant learning and development packages to ensure that this is reflected.

2.39   In support of this, NPIA's Neighbourhood Policing Programme is piloting the development of a matrix proposed by NPIA based upon National Occupational Standards. This will align products relating to Neighbourhood Policing to appropriate organisational levels, should provide a framework for course designers within the NPIA, and should provide guidance for training within forces. However, this must not create unintended bureaucracy and any resulting product should recognise links with the Skills for Justice Integrated Competency Framework and role profiles in order to provide the opportunity for gaining work-based qualifications.

Recommendation 19:

The National Policing Improvement Agency should review all of its training, learning and development to ensure that Neighbourhood Policing and associated skills are firmly integrated within its overall programme by the end of April 2008.

2.40   Neighbourhood Policing carries with it a specific skill-set that has been outlined throughout. In order to fully embed and effectively mainstream Neighbourhood Policing it is vital that the right people who already have, or have the potential to develop the right skills, are recruited into the police service. Similarly, these skills should be developed amongst serving police officers and staff to ensure that the service is equipped to take forward its new mission of mainstreaming Neighbourhood Policing. As part of this, recruitment material (in particular, how the role of the police officer is portrayed) and processes should be reviewed to ensure that the service is attracting candidates who, first and foremost, have or have the potential to have exceptional policing skills, but also those who can provide exceptional customer service, problem-solve and engage effectively with partners.

2.41   This is hardly radical. Organisations across the world recruit new staff and train existing staff so that they can take forward that organisation's goals. Within a policing context this will equip Neighbourhood Policing with the most crucial resource possible – people – and ensure that it becomes mainstreamed.

> **Recommendation 20:**
>
> Chief Constables should ensure that future recruitment campaigns place a proper emphasis on Neighbourhood Policing.

Continuity in Neighbourhood Teams and at Command Level

2.42   A further impediment to successfully mainstreaming Neighbourhood Policing is the way in which police officers and staff are sometimes quickly moved from one post to another. Some local community safety partners find this a significant barrier to developing close working relationships. Whilst the nature of policing, and the need to be able to respond flexibly and effectively to serious operational issues means that staff sometimes *need* to be moved, the service does need to offer partners and communities greater continuity in certain, key roles.

2.43   In general, the Review has found that forces appreciate the need to allow neighbourhood officers and staff to remain in a given area. However, the service is not always as aware of the need for continuity at management levels. This is particularly important amongst junior managers in charge of one or more Neighbourhood Policing teams, and BCU Commanders. Whilst balancing operational needs and career development concerns, appointments to these key positions need to be made with care, and with a view to the incumbent staying in post for a fixed period of time. Evidence has shown that this should be for a minimum period of 2 years in order to enable effective relationships with partners to be developed. Although many forces already impose an expectation in this regard, it is something which should be quickly developed further, and monitored both locally and by HMIC.

2.44   Similarly, the importance of continuity at a more junior level – the most community facing part of the Neighbourhood Policing structure – should not be forgotten. A recognition scheme for officers and staff who choose to remain within Neighbourhood Policing, in much the same way that some teachers have been rewarded for remaining in the classroom, should be considered as a means of helping this, as continuity at this level is crucial.

> **Recommendation 21:**
>
> Chief Constables should strive to ensure that those appointed to head BCUs, and appointed to other posts within and integral to Neighbourhood Policing, should as far as possible remain in post for at least two years. This should be monitored both by HMIC and police authorities.

> **Recommendation 22:**
>
> NPIA's Neighbourhood Policing Programme should investigate the feasibility of giving greater recognition to officers and staff who remain on Neighbourhood Policing teams for a lengthy period of time.

Abstraction of Police Officers

2.45   It is clear that continuity in Neighbourhood Policing is important. Research from both the NPIA and HMIC suggests that controlling temporary abstractions of officers to other duties is a critical success factor in mainstreaming Neighbourhood Policing. **The Review has received evidence that some Neighbourhood Policing officers and staff are repeatedly abstracted to other duties. This is of concern to the Review and I, in my capacity as Her Majesty's Chief Inspector of Constabularies, believe that I need to continue to monitor this, in partnership with police authorities.** It might be the case that debate and discussion with practitioners is needed, or potentially, that central guidance is issued. Either way, I will return to this in the final report.

2.46   However, for now the Review recommends that abstractions from Neighbourhood Policing teams should be limited. The final report will address this point further as it is important to understand why abstraction is a particular issue in some forces and not others, and how those factors which prevent neighbourhood officers and staff becoming abstracted to other duties, might be enhanced.

POLICE COMMUNITY SUPPORT OFFICERS

2.47   PCSOs have become integral to Neighbourhood Policing. They have become well established and popular in communities and bring an invaluable new dimension to the provision of reassurance and the tackling of crime and disorder. PCSOs, when compared with police officers, are perceived differently in communities and subject to less abstraction. Also, many PCSOs bring with them a range of problem-solving and life skills, as well as a very rich diversity, which has considerably enhanced service delivery and reputation at a local level.

2.48   The uncertainty over ring-fenced funding for PCSOs is a serious risk to the effective mainstreaming of Neighbourhood Policing. Ring-fenced funding is never an ideal method for ensuring policies are implemented, as it reduces the ability of local areas to respond to their needs in a flexible way. However, given the relatively recent introduction of the PCSO concept and role, there is a convincing case to be made for dedicated support to forces to ensure that they are not abstracted from their neighbourhoods and continue to be anchored to their communities. **This could potentially be achieved by ring-fencing PCSO funding for a further year.**

> **Recommendation 23:**
>
> The Home Office should continue to ring-fence PCSO funding for 2008/9 to enable the embedding of their role within Neighbourhood Policing teams.

Career Pathways, Flexible Working and Abstractions

2.49   The service's approach to learning and development needs to extend to recruitment and career pathway work for Neighbourhood Policing staff. There is a need to better manage PCSO career development and to investigate whether it can be made even more appealing – for example, by encouraging flexible working arrangements – to a broader section of the population.

2.50   Furthermore, there seems to be some merit in the argument that PCSOs who apply to join the service should be subject to a quicker application process due to their accumulated knowledge of police procedure and legislation. This would enable PCSOs, whilst meeting the same exacting standards as other recruits, to return to policing neighbourhoods more swiftly than at present when they have to go through exactly the same recruitment and training process as those with no prior knowledge. This sits well within a wider service context of accrediting prior learning for new recruits and the need for the service to be more visibly representative of communities. At the same time, for PCSOs that would like to remain within the PCSO role further developmental opportunities should be explored to ensure that they are able to contribute with maximum effectiveness to Neighbourhood Policing aims and objectives.

2.51   Finally, to prevent the abstraction of PCSOs to other duties, the permanent use of PCSOs (and perhaps, to create a distinction, they might be called another name) in other roles will be explored further. For example, there might be a regular role that PCSOs could undertake working in support of response teams. This might usefully prevent the abstraction of PCSOs from their Neighbourhood Policing role.

> **Recommendation 24:**
>
> Chief Constables should ensure that the training commitment for PCSOs who successfully apply to become police officers should take into account previous training they have already been given as well as the knowledge and skills they have acquired as a PCSO. Successful candidates could return more speedily to a Neighbourhood Policing role and this could be achieved more quickly with a reduced training commitment.

> **Recommendation 25:**
>
> The Home Office with the NPIA should consider opportunities for developing the role of the PCSO and should specifically consider broader opportunities and flexible working options available within the police service. This is an issue I will return to in my final report.

Volunteer PCSOs

2.52   Having acknowledged the benefits that PCSOs bring to the police service, we should look at how we can cast the recruitment net more widely. Attracting more of the right people into PCSO roles – without reducing standards – is important.

2.53   In light of this a 'PCSO volunteer' scheme, modelled on that of Special Constables, might be considered. Research shows that many PCSOs apply for the role because they want to undertake a community safety and engagement role that is less 'confrontational' than that of a police officer, and 'give something back' to society. There are likely to be a number of people who fall into this category, and who might be interested in voluntarily giving up their time to assist Neighbourhood Policing. The service should look to engage with other bodies to explore this idea – including how it might impact on other police volunteer schemes – further.

2.54   It needs to be emphasised that such a scheme, during recruitment shortages, should not become a substitute for backfilling full time equivalent posts. This would be an 'over and above' provision, designed to extend and enhance service delivery, rather than replacing existing resources.

Recommendation 26:

The NPIA should research the feasibility of a volunteer PCSO scheme and report on its findings by Summer 2008.

3   Managing Resources

3.1   Police funding has risen by £4.8 billion and 77 per cent (39 per cent in real terms) since 1997 and been accompanied by 14,000 additional officers, over 16,000 Police Community Support Officers, 1,600 other designated staff and 19,000 additional police staff. However, alongside this increased resource there has been the continuing challenge of improving productivity and the expanding range of risks from counter-terrorism and protective services to the social implications of migration.

3.2   Now, facing slower funding growth over the forthcoming period of the Comprehensive Spending Review (CSR), the police service must adopt innovative and dynamic strategies across the whole range of its business if it is to generate the productivity and efficiency gains that will deliver high quality policing to the public and fund new investment in service developments. The clear message is that this is not a matter of simply marking time while waiting for the resumption of more generous settlements at some unspecified point in the future. The step-change in performance required to meet this challenge will only be achieved if the police service fully embraces effective resource management and makes efficient and productive use of its technology, partnerships, people and resources.

3.3   This process will be challenging and will call for renewed focus on efficiency and creativity from all parts of the tripartite relationship. I am aware of a number of good pieces of work underway on efficiency and productivity, but constraints of space mean that it is not possible to cite all such examples and omission does not seek to diminish their importance.

Maximising Productivity and Efficiency

3.4   Important work is already underway to improve police productivity both in the form of innovation in forces and policy development by the Home Office, ACPO and the APA. Indeed one of the clearest and earliest lessons that emerges from considering how to improve police productivity is that often the solutions already exist and the challenge is how to find, adapt and embed good practice so that its benefits can be felt across all 43 forces in England and Wales.

3.5   'Operation Quest' is being piloted in four forces and is seeking to build a policing culture centred on improving processes to drive significant improvement, while also developing a strategy for building people and resource capability within the service. Work that has already taken place in areas like call handling and demand management has shown that significant benefits may be realised from this sort of work and the Review will be considering what can be learnt from this experience, both in terms of specific ideas and the general approach.

3.6   Collaboration projects between forces have also been underway since February 2007, aimed both at generating efficiencies and developing new and improved capabilities in policing across the range of 'protective services'. Many of these collaborative enterprises now look promising and will continue to be monitored for potential for wider application. The Review will also consider what scope there might be for better collaboration between forces in procurement, why previous attempts at national support have not succeeded and what future role the NPIA might play in this area.

3.7   People processes are also crucial, given that about 85% of police resources are spent on staff costs. The Review will be exploring a number of different aspects of how the police service can make the most of its people. One area I will examine is workforce modernisation. The Workforce Modernisation Programme, which has been underway since 2005, has produced a toolkit setting out a structured approach for examining business processes and workforce mix to identify how these can be reconfigured in a different way to increase operational capacity and or capability. The Review will be examining what more can be done to support modernisation and what can be learnt from the programme to date.

3.8   Similarly, the Review will also be exploring whether people processes such as Police Regulations, efficiency regulations, setting appraisal and selection systems, learning and development and diversity processes allow for optimum efficiency and productivity.

3.9   In the same way that workforce modernisation and business process change are matching skills and tasks more appropriately, the Review will consider emerging thinking on the concept of evidence-based deployment, which seeks to better match resources to demand, not just in responding to calls from the public, but across the whole range of both operational and support services. In doing so, the Review will also consider the issues of organisational structures and overheads, particularly in the context of the relationship between Headquarters and the front line. Within the context of how the police service can manage its resources effectively to deliver on the challenges of the coming years the Review will consider the effectiveness of the police precept system and whether there is a case for reform.

3.10   Relating to this work, consideration will also be given to the processes which currently provide management information about the deployment of resources and the ways in which efficiency is incentivised. Activity Analysis and Activity Based Costing are, in principle, valuable ways in which forces can manage the activities of their staff, and ideas for improving their application are discussed in the Reducing Unnecessary Bureaucracy chapter of this report. Another means by which efficiency should be driven is through forces' Efficiency Plans which police authorities are required to publish each year and which have helped deliver real benefits. The Review has received

representations about ways in which the process by which the plans are prepared and monitored could be improved and will be exploring this issue in its final report.

Maximising Impact

3.11 As well as addressing the sorts of specific issues highlighted above, there is a need for a shift in the strategic way in which the police service responds to the challenge of efficiency and productivity. Resource management must be seen as a critical component of effective police service leadership at all levels. At a fundamental level this will involve considering what we mean by police productivity and the ways in which resources are matched to demands in order to reduce harm and risk. This will include looking at the funding formula which currently distributes central funding to forces and considering if there are ways in which its operation can better reflect the distribution of harm and risk.

3.12 Police leaders will need a clear grasp of what resources are going where, why, and with what productivity. Resource intelligence will need to permeate throughout the chain of command, operational decision-making and police culture. We will need to consider the governance and accountability mechanisms that will drive improved resource management through the service, and how police will develop the skills and capabilities necessary to deliver on this. Furthermore, to embed this approach throughout the police service, the Review will consider how to properly recognise the importance of these skills in training, development and selection and promotion processes.

3.13 The service-wide Police Efficiency Group, which consists of representatives from forces, police authorities and the Home Office, is developing a tripartite efficiency and productivity strategy for the period covered by the CSR. This is a welcome development that has the potential to spread best practice and set ambitious goals for the service's overall progress, and the Review will be engaging with this work as it produces its final report and recommendations.

3.14 Similarly, in order to ensure the service maximises its use of resources it is essential that the performance framework reflects the effectiveness and efficiency of the service's various functions. **The Review will be engaging with the development of the APACS performance framework to ensure it truly incentivises this step change in performance.**

3.15   In achieving this more strategic approach to productivity, full use must be made of existing and emerging learning around what works, from established criminological learning through problem solving policing that reduces demands at the same time as increasing effectiveness to the application of efficiency approaches from beyond policing, such as the 'Lean principles' of better process management. The NPIA has an important role here, both in identifying and advocating effective applications of knowledge from inside and outside the policing family.

Maximising Available Resources

3.16   While addressing the productivity and efficiency challenges outlined above will be a main determinant of policing's success in meeting the resource challenges it will face over the coming years, the Review will also consider what options are available to maximise resources beyond grants from government and police precepts (council tax).

3.17   Forces should consider what more they can do to generate income from private sources, by better utilising their asset bases and considering what sort of sponsorship and commercial partnerships might be viable, ethical and appropriate. Of particular interest is the concept of full and part funded Operational Command Units, particularly given the growth in policing demand over recent years in non-designated airports.

3.18   There is also clear potential to improve the flow of resources from the proceeds of crime back into policing. The Review is aware of the Asset Recovery Action Plan, launched by Ministers in May 2007 and will be interested in its outcomes, and particularly in any changes in the relative responsibilities of the police, CPS and the Ministry of Justice not just in securing court orders, but also in enforcing them.

4   Local Accountability

OVERVIEW

4.1   I have little doubt that policing must be more open, transparent and provide a greater means for consumers (those who benefit from, use, pay for, and are affected by policing) to have more input into the process. Local people are a primary consumer of police services. Their support is central to the success of policing, not least as they are one of the most valuable intelligence resources available to the police service, but also because they are taxpayers and key local funders of policing through the council tax and precept, and they should have sufficient means to advise and scrutinise.

4.2   In common with all public services, policing faces new and urgent demands to improve its responsiveness to local people. This is in part driven by a general shift in the expectations of the public, who are rightly coming to demand better, more customer focussed and more personalised services from the state in all areas, and in part by the particular nature of problems which the police manage on society's behalf.

4.3   Problems such as crime and anti-social behaviour (or the fear of it) are often the issues that local people worry most about in their area, and they can often sap people's confidence in the safety of where they live. These problems cannot be solved by the police alone but need the active support, cooperation and assistance of individuals and communities. To help rebuild that local confidence, and inspire support, people need to feel that their voices are heard, listened to and responded to appropriately. As I have already emphasised, successes to date of programmes such as Neighbourhood Policing show the benefits that can accrue from involving local people in policing.

4.4   Local partners and partnerships are also essential to delivering policing objectives. Policing in today's world involves multiple links to, interactions, and relationships with government departments, local partners (including local government), and partnerships, all of whom are responsible for individually or jointly delivering objectives (often within differing accountability structures).

4.5   **This involvement of the public and partner agencies in shaping or delivering priorities signals to me a fundamental shift from simply 'policing by consent', towards 'policing by participation'.** This has to be both meaningful and collaborative, and recognise that it comes with degrees of responsibility and compromise. It means being able to influence, challenge and support policing: helping direct local priorities, scrutinise performance, and respecting reasoned decisions where expectations need to be balanced against risk. There is, therefore, both a real need and a real opportunity to enhance the way policing is engaged with and accountable to its customers, partners and recipients.

Context

4.6   There is significant work underway to increase local accountability, and to make all public services more accountable to local people, with a stronger voice in setting priorities and how they are delivered. The Local Government White Paper, for example, suggested giving more power to Local Strategic Partnerships (LSPs), which should include representatives of all local services and the third sector, to set local priorities and influence spending through Local Area Agreements (LAAs). Under the recently published Home Office Crime Strategy, partnerships will be held to account on how well they are engaging with communities to ensure that local people have real influence in determining local crime and community safety priorities. The Ministry of Justice (MoJ) paper, 'The Governance of Britain' is also looking at how to extend citizens' rights to challenge the direction of local services. With regard to the police, from 2008/09 there will be a simplified landscape for performance management – for services delivered by the police working alone or in partnership – aligned with the new arrangements for local authorities. APACS, which I have mentioned earlier, will focus on assessing key services across policing and community safety from national and local perspectives.

Local Accountability in Policing: Why Does it Matter?

4.7   The accountability of public services to the public is crucial to democratic legitimacy, operational efficiency and effectiveness. It is especially important in the practice of policing, both because policing involves managing some of the most important risks to public safety, and because policing can involve the legitimate use of significant state powers, such as the denial of liberty and the use of force, which must be appropriately scrutinised. It should go without saying, therefore, that people must have confidence in policing.

4.8   **It is worrying, therefore, that levels of dissatisfaction with the overall criminal justice system, (including with the police) are not lower.** This dissatisfaction can at times be a product of misunderstanding stemming from poor information and lack of engagement with the police, who are often seen as solely responsible for service provision when they are not.

4.9   Levels of responsiveness and the ability of existing mechanisms to hold forces to account at different levels may be part of the reason for this. Certainly, in practice, if citizens believe that the police are not addressing local needs, that they control few direct levers to achieve change, and that the accountability mechanisms which do exist are often not 'visible' enough, this will have a strong influence in their level of confidence in the effectiveness and efficiency of local policing.

4.10   Improving on this challenge will require a new model of local accountability and engagement which moves from the passive to the proactive, responding to local people and working in partnership with them and with other public services to solve the complicated problems they face.

What is Local Accountability?

4.11   Accountability exists at many different levels and is interpreted in a range of ways. It is, therefore, important to distinguish between **responsiveness**, **answerability** and **accountability**. I see responsiveness as referring to behaviour (actions and their conduct); answerability as the process through which those held to account are required to *explain* (and justify) their actions; and accountability can be seen as a formal set of institutionalised relationships that should help to bring about appropriate responsiveness, and answerability. The overall concept of 'Local Accountability' in the Review involves elements of all three and each has value in creating a culture of policing by participation.

SPECIFIC AREAS OF INTENT

4.12   Local Accountability will not be successful unless certain issues are considered and enhanced. Seven of these have been identified so far.

1) Principles of Accountability

4.13   The Review will produce a set of principles for the actions which support local accountability, with a clear framework of good practice which local areas can adapt to their own specific circumstances. This will set some standards around required levels of, for example, fairness, efficiency and effectiveness, in relation to the quality of policing services, community consultation and engagement, oversight and accountability.

4.14   This approach recognises that there is no 'one-size-fits-all' solution for delivery, and that different communities have different needs. Each area will have, for example, its own unique challenges and opportunities in engaging communities, such as urban or rural considerations, different ethnic composition, differing levels of income and social capital, different local administrative arrangements (for example whether there is a local two tier, unitary, or borough authority), and different approaches to and opportunities for community engagement.

2) Enhancing the Role of Local People

4.15   People are more likely to value public services if they are truly given a stake in them. Thought needs to be given about how best to engage with people and what types of role communities want to play in the process. The opinions of local people themselves are key to helping answer this question, and this will entail the Review engaging with the widest range of people possible (including customers).

4.16   Identifying mechanisms that seek to enhance both the role and the *participation* of local people (such as through participatory budgeting) will be critical. We can also build on the excellent example of the Special Constabulary, and other voluntary policing roles. Other examples of good practice from the policing, public sector and business arenas from both the UK and abroad will help inform our understanding in this area.

3) Community Cohesion and Social Exclusion

4.17   Making policing more accountable to local communities will only yield true benefits if the full diversity of communities and the impact of policing on community cohesion is recognised. This means providing quality services not just to those with the loudest voices, but to those who are most in need, such as those living in deprived, high crime areas. Thought needs to be given also to the different perceptions and needs of existing and emerging community groups and individuals, and to appropriate means of community engagement. It also means not separating the local from the serious. The conditions for crimes such as terrorism and serious organised crime occur in local communities, and how they are tackled has a major impact on local confidence and trust in policing.

4) Providing a Quality Customer Service

4.18   I have always been taken by the old adage in forensic science that 'every contact leaves a trace'. We all know that we cannot enter and leave a room without leaving a fingerprint, a footprint, a palmprint, picking up a fibre etc. etc. Similarly every contact an officer will have with a member of the public will 'leave a trace' – a trace through which not only will they be judged personally but through which their organisation and policing in general, will be judged. Mechanisms for local accountability should be such as to ensure that officers understand the importance of this and know that they will be held to account to ensure that their actions are not responsible for negative judgements being made in this regard.

5) Structures and Systems

4.19   Improving local accountability means understanding what exactly the police should be held to account for, by whom, how, and at what level. This extends to the wider context of 'policing'. The Review will look at what is appropriate and available at the local level, and how frameworks relate to the work of other existing or emerging structures, and what weaknesses and opportunities exist.

4.20 **Given the importance of achieving a step-change in local accountability, it will be important to think carefully about whether existing structures can convincingly deliver the different level of engagement required, or if more radical options need to be considered.** Any changes will also need to take account of and reflect some of the key socio-economic and demographic trends which will shape the policing landscape over the next decade, such as an ageing population, increased diversity, and income inequality.

4.21 A new approach need not necessarily entail complete structural changes to the current accountability mechanisms but it will require new approaches and new ways of working from everyone involved in policing. It would not be desirable to embark upon change for its own sake, nor to mandate ideas that did not allow sufficient flexibility to respond to local circumstances and arrangements.

6) Provision of Information

4.22 If communities are to have an enhanced role in the way that policing is delivered they must also be given sufficient and appropriate information in order to meaningfully participate in the process and to make informed and effective decisions. Mechanisms for participation should be as simple and accessible as possible, and should be publicised adequately and be available to all members and sections of the community. At the same time, perceptions of crime and confidence levels can be affected by the media in a way which can be disproportionate to real crime levels and risk, so information on low level, high volume crimes (which tend to be local issues) needs to be readily available, accessible and trusted. The recently published Crime Strategy has set out an intention to make local crime and policing information available to people at a level that makes sense to them, in a standard format, and on a monthly basis. The Review will be looking at examples of other successful and innovative ways of delivering local information, and how good practice might be shared to take this forward in other areas. **I will also want to report on progress towards the target of the standard reporting of information locally in my final report.**

7) Performance Targets

4.23 Creating the right incentives for performance and productivity are important components of improved local accountability for two reasons. First, communities must be able to hold the police to account for the delivery of agreed objectives and for local policing performance. Second, in their capacity as payers of both local and national taxes that finance the police, citizens have the right to know that their funds are being used in the most productive way and that value for money is being achieved. Performance management is an enabler of local accountability, and poor accountability can be directly related to poor performance.

4.24 Police practitioners say they are often deployed to address the issues on which they are measured and these are, mostly centrally driven, and may not always match local concerns. There are legitimate national concerns but research shows that people have a preference for their local police to be locally accountable, with police priorities set at as local a level as possible, with local people helping set those priorities. Therefore, as stated, there needs to be enough flexibility in performance frameworks to allow communities to include and hold police forces to account on the issues that matter to them.

4.25 There is also a balance to be achieved between the risk that things do not get done unless they are 'measured', and the risk that the only thing which gets done is that which is measured. A balance must also be struck between appropriate targets and the need to allow for responsiveness to change, while remembering the aim of reducing unnecessary bureaucracy at the same time.

NEXT STEPS

4.26 Moving towards a model of policing by participation is a challenging and ambitious goal but one which the circumstances demand. Over the coming months, the Review will be engaging with key stakeholders (including the general public) to develop the ideas required to deliver this step-change in the local accountability of policing in England and Wales. **In particular, I will shortly begin a very broad and public consultation to discuss the seven themes of local accountability that I have set out above and how we might determine the criteria by which we would all wish to judge whether any revised local accountability arrangements would be successful.**

Appendix A – Terms of Reference

Home Office

Sir Ronnie Flanagan GBE QPM
Her Majesty's Chief Inspector of Constabulary
Ashley House
2 Monck Street
London
SW1P 2BQ

2 6 APR 2007

Dear Ronnie,

REVIEW OF POLICING IN ENGLAND AND WALES

Summary

On 27 March, the Prime Minister published the Government's police review on security, crime and justice, *Building on Progress*[1]. In it, we chart the changes in the past decade and outline proposals for the future to secure a criminal justice system that deals quickly and effectively with crime and with criminals.

We also announced on the same day that we would establish an independent review of policing, drawing upon a wide range of views and expertise and that you would lead this important piece of work. **Please accept this letter as your formal appointment and as setting out the terms of the review.**

Terms of reference

The police service has never been larger and has never been better resourced, but the challenges facing the service are significant and fast moving. I have set out some of these challenges in my statement of common values and I have now identified four specific areas where I would like to ensure further progress and new ideas. There is, of course, a separate equally important on-going programme of work in such areas as counter-terrorism and addressing the protective services 'gap'.

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[1] Http://www.cabinetoffice.gov.uk/policy_review/documents.bop_crime.pdf

First, how can we reduce bureaucracy and promote better business processes in the service?

What is the true level of bureaucracy in the police service, particularly that bearing on the front line? Where does necessary record keeping finish and unnecessary red tape begin? How do police officers interpret the requirements from government and the criminal justice system and are there steps we can take to clarify and/or empower officers to act 'smartly'? What are some of the specific remedies that could be applied to remove any unnecessary burdens (from whatever source) and free up officers for front line taks? What are the best examples of efficient business processes from other parts of the public and private sectors and from around the world? How can we ensure that the right people are doing the right jobs and that warranted officers are, wherever possible, free to do the job they joined to do?

Second, how can we sustain and mainstream the excellent progress that has been made on neighbourhood policing?

How do we successfully mainstream Neighbourhood Policing so that it will always be a core part of effective and 'joined-up' policing? What are the principal barriers to making this happen? How can Neighbourhood Policing build on its successes in improving confidence and reassurance, engaging with communities, and building a completely appropriate role or roles for the PCSO? How should Neighbourhood Policing be integrated with other forms of policing, such as response policing, specialist squads and combating terrorism and domestic extremism? What should effective training for neighbourhood officers look like, and how do we deliver this? How do we secure more and better commitment to Neighbourhood Policing from local community safety and other partners? Where are local partners already working well with Neighbourhood Policing?

Third, how can we ensure that the public are helping to drive local policing priorities and how can we improve local involvement and accountability?

What means would allow local people to have a greater say in decisions on policing and remedying any dissatisfaction in performance while maintaining the importance of operational independence?What can be learnt from other public services, for example the NHS or schools? What should be the role of police authorities in delivering accountability to local people in the future? What should be the role of councillors? What would be the benefits or possible drawbacks of separately elected officials being the accountable body for policing locally? What lessons can be learnt from elected Mayors in areas such as London?

Finally, how can the police service manage its resources effectively to deliver on the challenges of the coming years?

Which forces and areas are effectively tackling this challenge now? What are the most effective levers and incentives for the achievement of greater efficiency and productivity? What lessons can be learnt from other contexts and how can they be linked to your recommendations on bureaucracy and business processes? What measures should be taken locally to drive efficiency and productivity and what decisions might more usefully taken on a national or regional level? How can the use of consistent management data and the exploration of best practice most effectively be made useful to senior officers? How can joint procurement between forces be expanded to encourage greater value for money? To what extent should funding be tied to performance? Are there alternative mechanisms to the police precept which should be considered in respect of police funding?

Timetable

While I know what I suggest will be extremely challenging, I should be grateful for an interim report by the end of August. I would hope that this would be a stocktake of where we currently stand, with early recommendations, to quickly address the challenges we face on reducing bureaucracy and neighbourhood policing. I should then be grateful for your final report around the end of the calendar year, along with any more general observations arising from your work.

Your recommendations will, of course, be your own, but I would appreciate some early targeted and practical solutions as well as recommendations which are inevitably for the longer-term. Solutions should be identified for the police service, the National Policing Improvement Agency, the Home Office and other Government Departments and agencies.

You are, I know, keen to seek the advice and challenge of individuals from outside the police service and government. I would encourage you in that and look forward to considering options shaped by a broad range of all those involved in policing, including primarily, of course the police themselves (including all the main staff associations who will have important experience and expertise to contribute). It will be important that Ministers and key stakeholders are aware of progress and I would ask you to update as at the bi-monthly meetings of the National Policing Board and make any other arrangements as you see fit to engage and seek the contribution of stakeholders in this review.

I see it as critical to emphasise now that as a result of this review, nobody in the police service or elsewhere should halt or slow down good work already being carried out across the country – including in the four areas I have identified. I should perhaps also emphasise that the work on resourcing should in no way be seen as an opportunity to look again at the financial settlement for the Home Office from the Treasury for 2008/9 – 2010/11.

I have selected you for this review as my senior professional adviser on policing, confident of your experience and skill for the task in hand. The positive response to my announcement of your role is testimony that this confidence is widely shared.

I look forward to working with you in these important areas.

JOHN REID

SIR RONNIE FLANAGAN GBE QPM
HER MAJESTY'S CHIEF INSPECTOR OF CONSTABULARY

Ashley House, 2 Monck Street, London SW1P 2BQ
Tel: 020 7035 2175   Fax: 020 7035 2176
ronnie.flanagan@homeoffice.gsi.gov.uk

The Rt.Hon Dr John Reid MP
The Home Secretary
Home Office
2 Marsham Street
London SW1P 4DF

26 April 2007

Dear Home Secretary,

Thank you for your letter of 26 April appointing me to lead a review of policing in England and Wales. While I fully appreciate the importance of the four strands you outline (reducing bureaucracy; 'mainstreaming' neighbourhood policing; making best use of resources; and enhancing local accountability), you can of course be assured that these workstreams will be set in the context of other ongoing high priority work in such areas as counter-terrorism and dealing with serious criminality.

I agree that the timescales you set are extremely challenging but I will do everything humanly possible to meet them. In the course of the work, should issues arise which could lead to a need for a short extension of the time required, I will immediately draw this to your attention. My intention will be to provide you with an analysis of the relevant issues; targeted actions for early implementation; and solutions for longer term action.
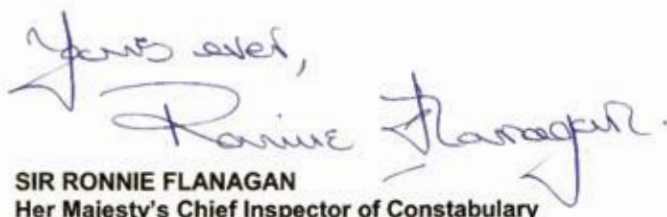
Where work is already underway locally or nationally, this must of course carry on while the review is in progress. This is a point I shall stress with colleagues in the police service; my fellow HM Inspectors of Constabulary; and in the Home Office so that there can be no doubt that my review is no reason to pause in activity or planning.

In conducting this review, I shall seek to engage the widest range of expertise and advice. I shall, for example, be engaging with such bodies as the Association of Chief Police Officers and Chief Police Officers Association; the Association of Police Authorities, the Superintendents Association; the Police Federation, as well as individuals and bodies from without the police service who may offer a fresh perspective.

I shall, of course, take the opportunity to update you and colleagues on the National Policing Board at regular intervals. I have already made arrangements to discuss my intentions for the review with key stakeholders, and have been very encouraged by their enthusiastic response.

I look forward to leading this work which I see as a great opportunity to enhance the policing service we provide.

Yours ever,

SIR RONNIE FLANAGAN
Her Majesty's Chief Inspector of Constabulary

Appendix B – Summary of Recommendations

REDUCING UNNECESSARY BUREAUCRACY

Recommendation 1:

The Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) must demonstrate clear national leadership on the issue of risk aversion and commit themselves to genuinely new ways of working to foster a culture in which officers and staff can rediscover their discretion to exercise professional judgement. This should find its first practical expression in a joint Compact between the tripartite relationship and the service to be delivered by the summer of 2008. (I see the NPIA as the primary body which should support the ongoing delivery of this vital goal.)

Recommendation 2:

The government should look again at the priority given to different offences in the new performance regime for the forthcoming Comprehensive Spending Review (CSR) and, in particular, the Public Service Agreement targets for offences brought to justice so that more proportionate weight is given to the different levels of seriousness applied to offences.

Recommendation 3:

The Home Office should re-define violent crime to include only those crimes which actually cause physical injury or where the threat to inflict such injury is likely to frighten a reasonable person.

Recommendation 4:

There should be a non-party political but truly cross party debate to inform a revision of recorded crime statistics, particularly in the areas currently designated as violent crime. In this context, a closer examination of why international police colleagues do not record anything like the level of activity as 'violent crime' will be critical.

Recommendation 5:

ACPO should work with the NPIA to produce mandatory standard forms based on the minimum appropriate reporting requirements. This work should be completed by summer 2008 and forces should adopt them unless there are compelling local reasons for variation.

Recommendation 6:

I recommend that officials should consider whether it is possible to develop, as part of APACS, a set of business indicators for police activities which could show how effectively the police service works and act as benchmarks for good practice.

Recommendation 7:

The National Policing Board should carry out an urgent and fundamental review of the ADR to report by the end of the year. This should be delivered in conjunction with the Home Office's wider programme of data stream reduction which it is undertaking as part of the government's programme to reduce bureaucracy on frontline public services.

Recommendation 8:

The Home Office should initiate a revision of Activity Based Costing with stratified sampling by Autumn 2008. The NPIA should carry out an investigation of the suitability of Airwave to gather information on officers' daily activities by summer 2008.

Recommendation 9:

The Review will give urgent consideration to how Stop and Account/Search can be better administered and the bureaucracy surrounding it significantly reduced. In doing so, I will consult widely (and as part of my existing Equality Impact Assessment) both with key leaders and stakeholders from a diverse range of communities and from within the service.

Recommendation 10:

The principles of DGQP seem to show great promise in dealing with proportionality in case file building. ACPO and the CPS should jointly look to find ways of implementing these principles nationally as soon as possible, building on the early work of the two pilots.

Recommendation 11:

The Home Secretary, the Secretary of State for Justice and the Attorney General should urgently consider the creation of a shared target for the reduction of bureaucracy, shared by the CPS and the police. The target should have a clear expectation that the amount of time the police are dedicating to case preparation should be appropriately reduced through smarter ways of working and the identification and dissemination of best practice.

Recommendation 12:

Following completion of the pilot evaluation, urgent consideration should be given to rolling out virtual courts, both geographically and in terms of the categories of cases they can cover.

Recommendation 13:

As part of the next phase of the Review, the MIPB should urgently identify the costs and benefits of rolling out mobile data on a service-wide basis and recommend an appropriate way forward for doing so.

NEIGHBOURHOOD POLICING

Recommendation 14:

CLG and the Home Office should work with ACPO, NPIA, APA, the voluntary and community sector, LGA and IDeA to draw up an Action Plan to integrate Neighbourhood Policing with Neighbourhood Management to be published at the end of the year (2007). A cross-departmental/multi-agency team should be created to deliver the Plan. I will return to this issue in my final report.

Recommendation 15:

The Home Office and CLG should give urgent consideration to establishing a pilot that will take place in 2008-09 on the pooling of budgets between local community safety partners. This would examine the benefits that can be delivered and the challenges of rolling it out more widely. I envisage these pilots as being complementary to, and more local than, LAAs.

Recommendation 16:

The Home Office and CLG should urgently review the existing evidence on the partnership benefits which arise from embedding Neighbourhood Policing within a Neighbourhood Management approach in order to inform the forthcoming CSR. The review of evidence should work within the principles of the National Improvement and Efficiency Strategy and build on current improvement architecture to drive forward improvement.

Recommendation 17:

APACS should give proper weight to Neighbourhood Policing outcomes such as partnership working, problem solving, community confidence and satisfaction, and how effectively Neighbourhood Policing teams address community concerns in addition to any measurements around crime reduction. Furthermore, APACS should continue to align with the new local government performance framework.

Recommendation 18:

The Home Office and NPIA should work with CLG to ensure that the Single National Indicator Set includes measures on confidence and satisfaction that are applicable to Neighbourhood Policing. These are due to be finalised soon and I would encourage that this work takes place as a matter of priority.

Recommendation 19:

The National Policing Improvement Agency should review all of its training, learning and development to ensure that Neighbourhood Policing and associated skills are firmly integrated within its overall programme by the end of April 2008.

Recommendation 20:

Chief Constables should ensure that future recruitment campaigns place a proper emphasis on Neighbourhood Policing.

Recommendation 21:

Chief Constables should strive to ensure that those appointed to head BCUs, and appointed to other posts within and integral to Neighbourhood Policing, should as far as possible remain in post for at least two years. This should be monitored both by HMIC and police authorities.

Recommendation 22:

NPIA's Neighbourhood Policing Programme should investigate the feasibility of giving greater recognition to officers and staff who remain on Neighbourhood Policing teams for a lengthy period of time.

Recommendation 23:

The Home Office should continue to ring-fence PCSO funding for 2008/9 to enable the embedding of their role within Neighbourhood Policing teams.

Recommendation 24:

Chief Constables should ensure that the training commitment for PCSOs who successfully apply to become police officers should take into account previous training they have already been given as well as the knowledge and skills they have acquired as a PCSO. Successful candidates could return more speedily to a Neighbourhood Policing role and this could be achieved more quickly with a reduced training commitment.

Recommendation 25:

The Home Office with the NPIA should consider opportunities for developing the role of the PCSO and should specifically consider broader opportunities and flexible working options available within the police service. This is an issue I will return to in my final report.

Recommendation 26:

The NPIA should research the feasibility of a volunteer PCSO scheme and report on its findings by Summer 2008.

Appendix C – Glossary

Acronym	Refers to	Further information/website
ABC	Activity Based Costing	http://police.homeoffice.gov.uk/finance-and-business-planning/index/
ACPO	Association of Chief Police Officers	http://www.acpo.police.uk/
ADR	Annual Data Requirement	Annual data required of police forces by the Home Office
APA	Association of Police Authorities	http://www.apa.police.uk/apa
APACS	Assessments of Policing and Community Safety	http://police.homeoffice.gov.uk/performance-and-measurement/assess-policing-community-safety/
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.
BTP	British Transport Police	http://www.btp.police.uk/
CAA	Comprehensive Area Assessments	http://www.audit-commission.gov.uk/ and http://www.communities.gov.uk
CDRPs	Crime and Disorder Reduction Partnerships	http://www.crimereduction.gov.uk/regions/regions00.htm#1
CLG	Communities and Local Government	http://www.communities.gov.uk
CJS	Criminal Justice system	http://www.cjsonline.gov.uk/
CJSSS	Criminal Justice Speedy Summary Justice	http://www.cjsonline.gov.uk/the_cjs/whats_new/news-3512.html
CPS	Crown Prosecution Service	http://www.cps.gov.uk/
CSR	Comprehensive Spending Review	http://www.hm-treasury.gov.uk./spending_review/spend_csr07/spend_csr07_index.cfm
DGQP	Directors Guidance Quick Process	(See page 16 of the report)

Acronym	Refers to	Further information/website
HMIC	Her Majesty's Inspectorate of Constabulary	http://inspectorates.homeoffice.gov.uk/hmic/
HSE	Health and Safety Executive	http://www.hse.gov.uk/
IDEA	Improvement and Development Agency	http://www.idea.gov.uk/idk/core/page.do?pageId=1
IPLDP	Initial Police Learning and Development Programme	http://police.homeoffice.gov.uk/training-and-career-development/initial-police-learning/?version=2
IPCC	Independent Police Complaints Commission	http://www.ipcc.gov.uk/
LAAs	Local Area Agreements	http://www.communities.gov.uk/localgovernment/about/partnerships-laas and http://www.communities.gov.uk/localgovernment/performanceframework partnerships/localareaagreements and http://www.idea.gov.uk/idk/core/page.do?pageId=1174195
LGA	Local Government Association	http://www.lga.gov.uk/
LSPs	Local Strategic Partnerships	http://www.neighbourhood.gov.uk/page.asp?id=531
MIPB	Mobile Information Programme Board	www.npia.police.uk/en/5972.htm
NCRS	National Crime Recording Standard	www.homeoffice.gov.uk/rds/recordedcrime1.html
NIES	National Improvement and Efficiency Strategy (*Draft*)	Forthcoming from the Department of Communities and Local Government
NOL	Notifiable Offence List	http://www.homeoffice.gov.uk/rds/countrules.htm
NOMS	National Offender Management Service	http://www.noms.homeoffice.gov.uk/

Acronym	Refers to	Further information/website
NPIA	National Policing Improvement Agency	http://www.npia.police.uk/
NRRP	National Reassurance Policing Programme	http://police.homeoffice.gov.uk/ community-policing/national-reassurance-programme?version=2
NSIR	National Standard of Incident Recording	http://www.crimereduction.gov.uk/ regions/nsircountingrules2007_08.pdf
OCJR	Office of Criminal Justice Reform	http://www.cjsonline.gov.uk/the_cjs/ departments_of_the_cjs/ocjr/index.html
OSC	Office of Surveillance Commissioners	http://www.surveillancecommissioners. gov.uk/
PACE	Police and Criminal Evidence Act	http://police.homeoffice.gov.uk/ operational-policing/powers-pace-codes/pace-code-intro/?version=3
PCSD	Police and Crime Standards Directorate	http://police.homeoffice.gov.uk/about-us/police-crime-standards/?version=4
PCSOs	Police Community Support Officers	http://police.homeoffice.gov.uk/ community-policing/community-support-officers/
PSA	Public Service Agreement	http://www.homeoffice.gov.uk/about-us/purpose-and-aims/
RIPA	Regulation of Investigatory Powers Act (2000)	http://security.homeoffice.gov.uk/ripa/ about-ripa/
SOCA	Serious Organised Crime Agency	http://www.soca.gov.uk/
THIRD SECTOR		(see VCS)
TRIPARTITE STRUCTURE		(see page 5 of this report)
VCS	Voluntary and community sector – also known as the third sector	(Voluntary and community organisations)

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