
IMPROVEMENT NETWORK

Briefing: policing white paper

Purpose of briefing: To provide an overview of the policing white paper '*Protecting the public: supporting the police to succeed*', published by the Home Office on 3 December 2009.

Section 1 - introduction

- 1 The government's policing white paper [Protecting the public: supporting the police to succeed](#) was published by the Home Office on 3 December 2009. The paper is based on four principles for the police:
 - Citizen focus – responding to the issues that matter to local people.
 - National standards – with clear levers to improve performance.
 - Empowering professionals – giving the police more freedom, in return for national standards and stronger accountability.
 - Value for money (VFM) – doing whatever it takes to deliver maximum efficiency and productivity.
- 2 The white paper develops the proposals in the green paper [From the Neighbourhood to the National: Policing our Communities Together](#), released in July 2008. A summary of the main recommendations from the green paper is included in the annex.
- 3 [The 'reducing bureaucracy in policing advocate' Jan Berry's first year report](#) was released at the same time as the white paper. Details of the report are examined in section 2 below

Section 2 – value for money

- 4 A key theme of the paper is improving VFM. Specific references to VFM include:
 - challenging forces to remove bureaucracy
 - the production of a VFM statement in 2010/11
 - the Public Value Programme
 - business process improvement
 - delivery of efficiency savings including police overtime¹
 - VFM profiles made available to forces and authorities
 - Policing Objective Analysis – a detailed breakdown of police costs by function
 - National Policing Improvement Agency (NPIA) long-term improvement plan - key role in improving VFM
 - that all police forces should make more use of comparative information to benchmark costs and performance

¹ The white paper estimates total spending on officer overtime in 2007/08 was £413 million. The paper argues that by meeting the prescribed overtime targets savings of at least £70 million could be realised by 2013/14.

- a focus on collaboration, such as introducing national procurement frameworks to improve VFM, new forms of accreditation for good collaboration activity, empowering police authorities to enable collaboration and a potential for regional Association of Chief Police Officers (ACPO) appointments and voluntary mergers.
- 5 The white paper contains measures that aim to drive value for money and improve efficiency and productivity by:
- legislating to reduce the paperwork involved in completing stop and search encounters, while challenging forces and police authorities to remove locally created bureaucracy
 - piloting the transfer from the Crown Prosecution Service to the police of powers to charge for lesser offences
 - reducing the overtime bill through improved deployment of staff and internal management
 - developing standard national uniforms and body armour for police officers and PCSOs
 - national procurement for a standard 'beat car' for all forces
- 6 The reducing bureaucracy in policing advocate Jan Berry released her first annual report [Reducing bureaucracy in policing](#) to coincide with the publication of the white paper. The government has accepted 13 of the report's recommendations, and will work closely with the police to implement these and consider a further 22.
- 7 The report recommends the adoption of an approach and principles to channel knowledge from front-line officers and staff into individual and organisational improvement. Berry argues that this should be backed by proactive leadership that encourages a culture of continuous learning.
- 8 Berry states that there needs to be a refocus on performance measurement on quality rather than quantity. Her report laments the development of the current target culture characterised by a 'what gets counted gets done' approach and unhelpful competition between forces rather than co-operation. The 'Four Force Pilot', where officers are using professional judgement rather than performance indicators – which has led to a marked rise in public confidence and satisfaction – is noted as a positive way forward.

Section 3 – partnership working

- 9 Partnership working features strongly in the white paper. Examples include:
- agreed standards for tackling anti-social behaviour (ASB) through a joined-up approach, a £15 million fund to tackle ASB in social housing through expanded Family Intervention Projects and use of injunctions to tackle 'gangs'
 - increased funding for neighbour partnership approaches and increases in participatory budgeting
 - the inclusion of probation as statutory members of Crime and Disorder Reduction Partnerships (CDRPs) and Community Safety Partnerships and extension of their role to include reducing re-offending
 - strengthening the role of CDRPs in improving public confidence by using good practice examples based on the six hallmarks of effective partnerships (all CDRPs by regulation have to assess their performance against them)¹

¹ The six hallmarks of effective partnership working are: empowered and effective leadership, visible and constructive accountability, intelligence-led business processes, effective and responsive delivery structures, engaged communities and appropriate skills and knowledge. For further detail see the Home Office guidance [Delivering Community Safety: A guide to effective partnership working](#).

- continuing to support CDRP mergers and publishing comprehensive information guidance for CDRPs to improve efficiency and analytical capability
- that the Home Office is working with ACPO and APA to incorporate partnership working into next year's HMIC Inspection Working for the Public, which will test whether the workforce is led, organised and developed to be productive in working for the public.

10 Specific policy proposals include:

- £2.5 million to improve working between police and councils to identify and tackle antisocial behaviour.
- Police report cards introduced by HMIC to give the public a clear view on the quality of police services in their area from March 2010. The report cards will include each force's performance plus detailed local information - public confidence and victim satisfaction, local crime and policing, protection from serious harm, VFM and productivity.
- Neighbourhood agreements across the crime and justice agendas will spell out service standards. Neighbourhood agreements are a way of service planning for a locality, created and agreed among service providers and residents.
- Expecting basic command units and the equivalent to hold meetings at least three times a year with local people.
- Improving the complaints system by supporting the police to get it right first time and make amends when they do not. Setting out a clear and simplified complaints system is suggested as necessary.
- Focusing the role of the Independent Police Complaints Commission on more serious cases including new powers to uphold complaints where there has been no individual misconduct.

Section 4 – performance management

11 The white paper notes the reduction in top-down targets and the introduction of core national standards through the Policing Pledge. For example:

- There is recognition that policing is most effectively delivered when it is responsive to local priorities.
- Improved public information on policing allows the public to play an active role in setting priorities.
- The HMIC Police Report Card on each force's performance is additional to more detailed local information such as public confidence and victim satisfaction, local crime and policing, protection from serious harm and VFM and productivity. VFM will be graded from late 2010.
- There is an important role for overview and scrutiny including update of regulatory framework for CDRPs and enhancing the Police Authority role in supporting public scrutiny of policing.

Section 5 – accountability and user engagement

12 The white paper sets out the government's intention to engage the public in policing with a set of public entitlements, less bureaucracy, more visible policing and a focus on improving public confidence. This will be implemented, it is argued, through raising awareness and

understanding of the Policing Pledge and through the *Justice Seen, Justice Done*¹ campaign.

- 13 The paper looks to increase the ability of local people to shape policing priorities and hold the police to account. Policies aimed at giving local people greater power to shape policing priorities in their area include:
- having lead police authority members who will address public concerns in each local area and be contactable by the public
 - creating a competence framework for police authority chairs and a legal status for police authority chief executives to increase the effectiveness and impact of these bodies
 - giving members of the public the power to sit on local authority crime and disorder overview and scrutiny committees to hold local partners to account.
- 14 The paper introduces methods by which the public will be offered better protection by the police. Policies include:
- publishing new principles and working with the ACPO on guidance to underpin the policing of public protests
 - introducing new capability to tackle organised crime in four new regions¹¹
 - legislating to provide Police Community Support Officers with extra powers to tackle anti-social behaviour: the ability to seize fireworks and graffiti implements. The existing power to escort an abnormal load and enforce park trading offences will be removed from the PCSO's remit as it is felt that such powers keep the officers away from their core role in the community and dealing with anti-social behaviour.

Section 6 – data quality and benchmarking

- 15 There are several proposals that have a direct data quality impact:
- Proportionate crime recording that enables the police to avoid the criminal justice route while still maintaining the integrity of crime recording itself.
 - Working towards implementing a national police IT infrastructure by 2014, which will create a streamlined system and should achieve efficiency savings.
 - Police authorities and forces should make more use of comparative information to benchmark costs and performance.
 - The white paper reports that the green paper commitment to reduce by at least 50 per cent the amount of data that the Home Office collects from police forces has been achieved (in part by cutting out altogether or reducing the 36 data streams with one indicator). Continuing in a similar vein, the white paper places a moratorium on requests from the Home Office for new data collection and an internal 'gateway' process to limit requests which fall outside annual data requirement from forces.

¹ *Justice Seen, Justice Done* is a cross government programme to address public concerns about crime and justice. It lets the public know about the consequences faced by those who break the rules through schemes such as *Community Payback* – whereby offenders carry out manual work (such as graffiti removal) to repay the community where they committed a crime.

¹¹ The new teams will be in the ACPO regions that do not have a specialist organised crime policing capability – the North East, Eastern, South East and South West. The white paper states that the government has made £2.2 million available for this in 2010/11.

ANNEX: *From the Neighbourhood to the National: Policing Our Communities Together*, green paper 2008.

16 Policies set out in the July 2008 green paper included:

- Empowering citizens – improving the connection between the public and the police. The Policing Pledge looks to set out a national standard on what people can expect from the police, underpinned in each area by a set of local priorities, agreed by the public.
- Accountability. The green paper contains a range of proposals aimed at engaging the local community in the work of the police force and the wider criminal justice system. The possibility of voting individuals onto the Crime and Disorder Reduction Partnership (CDRP) and police authorities is introduced.
- Participatory budgets and the Community Safety Fund to address local policing and community safety priorities.
- Local Information - forces will continue to publish local crime information, in line with current practice, via their websites.
- Professionalising and freeing up the police – reducing bureaucracy and developing technology. Set just one target for police forces to improve public confidence. Cease to use the stop and account form.
- Focusing on the development and deployment of the softer skills of customer service in order to improve perceptions of the police and improve public confidence.
- Reinforcing collaboration between forces. Although there is no proposal for compulsory merger of police forces the green paper does set out the actions that should be taken by any forces wishing to pursue voluntary merger.