

NORTH YORKSHIRE COUNTY COUNCIL

Corporate and Partnerships Overview and Scrutiny Committee

20 September 2010

Scrutiny of Community Safety and Crime and Disorder Matters

1.0 Purpose of Report

- 1.1 The report provides an introduction to a range of community safety and crime and disorder matters including the following:
- a. a presentation by Jeremy Holderness: Chief Officer on the work of North Yorkshire Police Authority, its responsibilities and relationship to Community Safety and Policing matters generally.
 - b. The implications of the Consultation Document, **Policing in the 21st Century: Reconnecting police and the people**, and the responses made by both the North Yorkshire Police Authority and the County Council respectively.
 - c. The updated Community Safety Agreement – Introduced by Nigel Hutchinson, Chief Fire Officer and Chair of the North Yorkshire Safer Communities Forum.

2.0 Introduction: Scrutiny of Community Safety and Crime and Disorder Matters

- 2.1 Each local council area in England has a Crime and Disorder Reduction Partnership (CDRP) formed under the Crime and Disorder Act 1998 and responsible, with other partners, for reviewing and reducing crime and disorder within their geographic area. The County Council is a member of each of seven CDRPs in North Yorkshire and is represented at elected member level by an appointee of the respective Area Committee.
- 2.2 In two tier areas such as North Yorkshire, there is also a requirement to have in place a county strategy group whose function is to prepare a Community Safety Agreement (CSA) for the county area on behalf of the responsible authorities – known locally as the Safer Communities Forum.
- 2.3 The Police and Justice Act 2006 extended the remit of local authorities to scrutinise the functioning of Local Crime and Disorder Reduction Partnerships (CDRPs) in England.
- 2.4 Every local authority must have a committee with power to review and scrutinise, and make reports or recommendations, regarding the functioning of responsible authorities (local authorities, fire and rescue authorities, police authorities, and the police, primary care trusts in England and local health boards in Wales) which comprise a CDRP.

- 2.5 Behind the changes was the desire to increase the visibility and accountability of partnerships locally as well as ensure community redress if community safety issues have not been dealt with.
- 3.2 This role can involve contributions to strategy development, review of performance of the partnership in implementing the Crime and Disorder Reduction Reform programme, and in-depth enquiries into particular issues of local concern which need partnership solutions.

3.0 NYCC Approach and Arrangements

- 3.1 The Safe and Sustainable Communities Overview and Scrutiny Committee has always held the scrutiny brief at the County Council for community safety matters. For that reason the County Council designated that Committee as the relevant Crime and Disorder Committee at County level. This responsibility has now passed to this Corporate and Partnerships Overview and Scrutiny Committee.
- 3.2 In the past NYCC scrutiny elected Member interest has tended to gravitate towards the priorities in the North Yorkshire Sustainable Community Strategy 2008/18. The focus has been very much contained around the contribution the County Council makes to this agenda through its service directorates.
- 3.3 The Safe and Sustainable Communities Overview and Scrutiny Committee decided to take a wider view and understand how community safety is addressed in partnership.
- 3.4 Members of the previous Committee will recall the decision to enter into a dialogue with strategic leaders of organisations and agencies that contribute to the community safety agenda. This would help Members better assess the priorities of the Safer Communities Forum, what has been achieved, how partners work together and so on. Leaders could also explain the aims, objectives and structure of the organisation they manage and where it fits in the community safety “landscape” and the challenges that brings.
- 3.5 Jeremy Holderness as Chief Officer of the North Yorkshire Police Authority (NYPA) was next in line to do this before the County Council reorganised elected member scrutiny arrangements. Your Chairman and Vice-Chairman wanted to honour that invitation, especially as it gives Members the opportunity to hear Jeremy’s interpretation of some of the latest information emerging from the coalition government on policing and accountability.

4.0 North Yorkshire Police Authority

- 4.1 NYPA is an independent body, created on 1 April 1995. The area served by the Authority and the North Yorkshire Police Force comprises the North Yorkshire County Council and the City of York areas.

4.2 The Authority's Primary Responsibilities are:

- To secure an efficient and effective police service on behalf of the local community.
- To consult with the local community about its policing needs and priorities.
- To hold the Chief Constable to account for police performance, on behalf of local people.
- To ensure that there is continuous improvement in the delivery of the police service in our area.

4.3 The Authority also has its own Business Plan which outlines the Authority's vision, mission, objectives and priorities for improvement (Attached as Appendix 1 for information).

4.4 There are 17 Members of NYPA, 9 of whom are appointed from the Councillors of North Yorkshire County Council and the City of York Council and 8 are 'independent' members, appointed from the general public.

4.5 Under the Police and Justice Act, the Police Authority can co-opt one of those Members to the designated Crime and Disorder Committee. The Independent Member, Dr Craig Shaw is attending your meeting in that capacity.

5.0 Policing in the 21st Century: Reconnecting police and the people

5.1 Jeremy has advised that his presentation will inevitably be influenced by the release of the above Consultation document which sets out the Governments

“vision for policing; how it will cut crime and protect the public, be more directly accountable to the public, offer value for money – all through greater collaboration, the introduction of Police and Crime Commissioners, less Government intervention and bureaucracy and more professional responsibility and judgement and a new policing and partnership landscape”.

5.2 There are proposals in the consultation (Appendix 2) that address the future of Police Authorities. The NYPA response is attached as Appendix 3.

5.3 Some proposals directly impact upon the County Council and this Scrutiny Committee's remit and functions. The County Council's response is being compiled but will be submitted by the Portfolio Holder in time to make the response deadline date of 20th September; Neil Irving, Head of Policy and Partnerships will be at your meeting to assist Members on this.

6.0 Safer Communities Forum - Community Safety Agreement

6.1 Reviewing the Community Safety Agreement (CSA) meets the requirement for you to consider the Annual Report of the Safer Communities Forum.

- 6.2 For this Committee this is therefore a key document in that it outlines the ways in which partners committed to tackling crime and disorder and its causes can work more effectively both individually and collectively to address priorities and deliver outcomes.
- 6.3 Nigel Hutchinson (Chief Fire Officer) is Chair of the Forum and he will introduce the CSA (Appendix 4).

7.0 Recommendations

7.1 The Committee is recommended to:

- I. Note the report in the context of the presentations given; and
- II. Determine an approach for future work.

Hugh Williamson
Head of Scrutiny and Corporate Performance

County Hall
Northallerton

8 September 2010

Background Documents: None

NORTH YORKSHIRE POLICE AUTHORITY
BUSINESS DEVELOPMENT PLAN 2009 - 2012
ACTION PLAN

Governance Principle 1 - The authority aims to focus on its purpose and on outcomes for the community to create and implement a vision for the local area.

Objective : To put in place arrangements to exercise local and corporate oversight of confidence levels and policing pledge performance, including analysis and reporting on satisfaction and public attitude data- by Dec 2009		
Actions	Timescale & owner	Progress to date <i>(Bold typeface indicates updated progress report)</i>
To seek member endorsement of a performance management framework to secure the objective.	Dec 2009 DCE	Discussions with NYP on policing pledge performance framework. Discussions with local councils about O&S role. Major partner event on local accountability (23.9.09). NYPA Community Confidence Board established. Participatory Budgeting Pilot completed and evaluated and working with partners to see if has potential for roll out. Training being delivered to partners, local councillors & members on CDRPs & O&S. Members aligned to SNTs.and briefed. Processes to capture, analyse and report on local issues being worked on. Guide for coucilors on 'local police accountability' being produced
To establish the Community Confidence Board to play the key role in monitoring policing pledge performance and levels of public confidence, attitude and satisfaction.	Dec 2009 DCE	Links to above Citizen Focus & Engagement Forum endorsed the establishment of a Community Confidence Board (17.7.09).Member seminar 24 .8.09 discussed further.1st meeting to be 18th Dec 2009

To role out the attachment of Members to SNTs to exercise local oversight of performance.	December 2009 DCE	Member Role approved and areas allocated. Members briefed. Discussed in detail at seminar 24.8.09. Joint seminar with SNT Insp 15.9.09. Commenced Sept 09 – first report to CCB 18th December 09
To explore with local authority and regional colleagues the possibility of aligning and harmonising public attitude and satisfaction surveying mechanisms.	April 2010 DCE/CE	Presentation on NYP approach by Supt Oliver to Seminar 28 August & report scheduled to PPB 11 December.
Work with partners to promote the outcome of the Eastfield Participatory Budgeting pilot to encourage greater/appropriate use of PB in community engagement/empowerment, esp in relation the Safer Neighbourhoods and the Pas role.	April 2010 DCE	Eastfield pilot completed and evaluated (report to CCB 18 Dec 2009). Pilot acclaimed by the (national) PB unit as one of the best examples of community led/multi-agency working it had seen. Work ongoing with partners to encourage greater use of PB . Scarborough BC to fund (100k) for 2010/10 for roll out. NYCC considering set up member focus group to consider way forward after presentation led by NYPA officers. Promotional/education DVD (led by NYPA) produced on the back of the Eastfield pilot – now being produced for distribution across the Yorks & Humb region (supported by regional training event). NYPA led (multi-agency) RIEP bid for £70k to look at and pilot PB in parish councils successful and consultant appointed Dec 2009 – this is being looked at as the national lead on this issue.
Work with NYP and Partners in relation to the achievement of the new 'single confidence target'	Ongoing DCE	DCE initially took the lead on the Y&NYSCF in providing briefing and chairing multi-agency group (July 2009) – Y&NYSCF now set up a specific 'Joint Co-ordinating Group' GA chairs LCJB confidence group
Work with local councils to establish the new overview and scrutiny (& Councillor call for action) as a vibrant vehicle of local	April 2010	Approval to appoint support officer 13.8.10

<p>accountability for the police and crime and disorder generally.</p>	<p>DCE</p>	<p>Discussions with Councils' O&S Officers. Draft protocols agreed</p> <p>Training to be given/to be given to councils members & officers:</p> <ul style="list-style-type: none"> • York 22.9.09 • NYCC 27.8.09 & 22.9.09 • Richmondshire (meeting 2.11.09) training to be given 4.4.10 • Harrogate (meeting 24.9.09) training 26.10.09 • Scarborough (meeting 29.10.09) training 15.1.10 • Ryedale training 18.2.10 • Hambleton – discussions ongoing • Selby (meeting with chair Jan 2010) training to be March 2010 <p>Discussions with NYP (and other community safety partners) about internal mechanisms</p> <p>NYPA members to be appointed to O&S committees 18.12.09 and training (on O&S and CDRPs) arranged 15 January 2010. Member briefing document completed.</p> <p>Guide for councillors on local accountability of police (inc O&S) being produced.</p> <p>Discussions with NYP about performance information & data at district level to support local O&S committees ongoing.</p> <p>NYPA Scrutiny Support Officer appointed and started 7.12.09</p>
<p>Objective : to work with other police authorities in the region to ensure that appropriate governance arrangements are put in place to deliver the ambitious Regional Efficiency and Productivity Strategy recently adopted by the regional Joint Police Authorities Committee – April 2010</p>		
<p>Actions</p>	<p>Timescale</p>	<p>Progress to date</p>

To seek NYPA endorsement of the Regional strategy, as amended by the RPB's recommendations for initial implementation.	December 2009 CE	Strategy to 18 December NYPA for approval. Interim arrangements being put in place in the form of a temporary DCC to develop the regional approach to collaboration. Consultants being engaged to advise JPAC and RCB on future infrastructure for delivering the strategy. New legislative framework and statutory guidance will be in place in the New Year.
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Governance Principle 2 - The authority aims to ensure members and officers working together to achieve a common purpose with clearly defined functions and roles.

Objective : To ensure the Scheme of Delegation is constantly evaluated as a viable basis of decision making.		
Actions	Timescale & Owner	Progress to date
To assess the levels of knowledge within the organisation of the governance framework		Good governance questionnaire and audit undertaken by the Audit Commission indicating satisfactory levels of corporate knowledge amongst the organisation's leaders.
Engage SLT members in a dialogue on future delegation framework as part of Next Steps	CE/CFO	
To review the General conditions of delegation within the Scheme of Delegation to ensure clarity of understanding of how the scheme operates	CE Dec 2009	Review to start December 2009 following publication of the Police White Paper. SLT members aware of views of NYPA Ch Exec.
To review the overall principles of delegation in the light of the White Paper on police accountability, police authority inspection criteria and experiences, regional collaborations	CE/CFO	Paper to PAMB and NYPA in December seeking NYPA views on any issues raised in the White Paper and as a result of the statutory guidance on collaboration, in terms of police service decision making structures. Intention is to refine the Code of Corporate Governance and Scheme of Delegation (if necessary) in the light of

and other matters relating to decision making in policing.		any change to governance direction.
Objective : In association with the Chief Constable, to review the top management structure of the organisation, and the relationship between that NYP and NYPA, in the light of the Next Steps project and the White Paper of Police Accountability - By March 2010		
Actions	Timescale & Owner	Progress to date
To review the role of Chief Finance Officer in the light of current and future governance standards and expectations and if necessary, by September 2009 to put in place alternative arrangements - By July 2009	CFO July 2009	Report prepared and reported to PAMB 13/8/09 as part of the CFO review paper in consultation with the Ch Executive and Chief Constable used as an initial discussion point. Awaiting White Paper and NYPA response before undertaking any further review.
To ensure that a constant dialogue takes place with the Chief Constable on the ongoing development of the SLT structure.	CE	NYPA/NYP Working Group set up to enable NYPA to monitor Next Steps development between meetings of PPB and the assembly of BDP and LPP.
To appoint an Assistant Chief Constable in September to complement the existing team.	PAMB	Achieved.
To play a full part in the national debate about Chief Officer remuneration and performance/stress management.	CE/Vice-Chair	Understood that this is a key area of development for HMIC. Regional People Policy Group pressing for national acceptance of the need for a clear Chief Officer 'employment' framework, including performance management.

Governance Principle 3 - The authority aims to promote its values and demonstrate the values of good governance through upholding high standards of conduct and behaviour.

Objective : To increase the scope of Standards Committee independent oversight of ethical issues.		
Actions	Timescale & Owner	Progress to date
<ul style="list-style-type: none"> to have discussions with the Authority on the possible extension of the Standards Committee's oversight of <ul style="list-style-type: none"> members' allowances security of information held by members 	CE June 2009	Agreed. Protocol for security of information for members approved by PAMB in September. To be rolled out and Members trained in January.
<ul style="list-style-type: none"> to ensure that arrangements are made for periodic opportunities for Independent Members of Standards Committee to observe members' activities and to meet with the Chair and Vice Chair. 	CE December 2009	Members invited to attend the event son 18 December.
<ul style="list-style-type: none"> To ensure that new Members of NYPA are trained on the provisions of the Code of Conduct and that there is periodic refresher training provided for longer serving members. 	CE -October 2009 – new member induction	Induction training given in October to new Members.
<ul style="list-style-type: none"> To put in place protocols for the supply and use of NYPA equipment by members. 	CE – Dec 2009	Protocols approved by PAMB. To be rolled out and Members trained in January

Governance Principle 4 - The authority aims to take informed and transparent decisions which are subject to effective scrutiny and risk management arrangements.

<p>Objective : To agree with NYP a comprehensive suite of corporate performance indicators, reporting protocols and in-depth scrutiny triggers and mechanisms, which are complementary with the emerging HMIC and CAA performance evaluation frameworks and on which the activities of the Performance and Scrutiny Board will be focussed – by Sept 2009</p>		
Action	Timescale & Owner	Progress to date
<p>To agree with NYP and Members a methodology by which the Chief Constable’s quarterly Corporate Health assessment activities are used to provoke a quarterly dialogue with NYPA over priorities which is used, in turn, to provide context for and drive NYPA’s quarterly decision making cycle.</p>	<p>December 2009 ACE</p>	<p>CC’s Quarterly Review days scheduled. Feedback from reviews presented to NYPA Seminars 2 weeks later.</p> <p>Results shown tracking through to Operation Drystone and then reported to PSB in terms of operations undertaken and against which priorities.</p>
<p>To develop a value for money performance assessment methodology to</p> <ul style="list-style-type: none"> • supplement the organisational performance management framework (above) and • to provide more informed resource allocation decisions <p>so as, as a minimum, to satisfy emerging external evaluation expectations of capability.</p>	<p>CFO/ACE</p>	<p>VFM working group meets bi-monthly.</p> <p>HMIC published VfM Profiles for each force. Treasurer considering how NYPA should use these in governance.</p> <p>Input to Next Steps and activity evaluation being utilised. Secondment of a member of the VFM team ensuring that VFM and cost/performance along with demand are integral to the programme.</p>
<p>Risk Management Group to scope the compliance environment and the level of risks</p>	<p>September 2009</p>	<p>Scoping undertaken – September 2009</p> <p>Revised Risk register agreed by RMG in Nov. Monitoring of sensitive areas of legal</p>

associated.		and compliance risk to be agreed as part of Next Steps.
To assess NYPA's formal oversight mechanisms of NYP arrangements for information management and security and data quality.	CE – Dec 2009	Addressed as part of the review of Link Member areas to PAMB on 11 December.
To agree and implement a methodology for the monitoring of the NYP PSIP.	April 2010 ACE	Reporting of PSIP agreed at PPB 19 June, first report to PSB 21 August. Additional information requested (changes and completions identified from last report, identify where an Amber risk is acceptable and no further work needed, update after April 2010 when ACPO national standards revised). CT Link Member also member of Y&HJPAC. CT Link Member holds regular meetings with Heads of Crime & Operations. Discussions underway to use CC's CT report, drawn from the PSIP, update for basis of discussions with link Members. NYPA link Member attends six-weekly PREVENT meetings chaired this year by NYP. Includes NYCC, YaTH GO, Probation, CTU & NHS North Yorkshire and York.
To establish informal PS links between NYP & NYPA to facilitate detailed discussion and briefing.	ACE	Further PSIP report received by PSB 16 November. Further detail requested regarding specific activities, costs and benefit to policing. ACE discussing with Supt Macmillan 8 December ahead of link Member CT briefing of same day. Link Members for PS areas to be considered as part of the Link Member review to PAMB.
To facilitate NYPA involvement in partnership work on PREVENT	DCE/ACE	With Director of Intelligence ACE discussed other areas of PS monitoring by NYPA - CT and Protective Services in the round forming part of adjustments to Link Members to full NYPA meeting 18 December to involve more Members across range of PS areas.

<p>Objective : to undertake an end to end review of the project management arrangements in place within NYP to ensure that</p> <ul style="list-style-type: none"> the Business Development Plan consistently reflects the priority development areas of the organisation there is full integration of the BDP with the MTFP projects have appropriate plans and delivery schedules with financial profiles and that these are coordinated within an overall resourced and prioritised programme for delivery projects are delivered within anticipated timescales and budgets and that slippage is identified and resources reallocated quickly 		
Actions	Timescale & Owner	Progress to date
To undertake an end to end review of the project management arrangements in place within NYP	CFO/ACE	IA review scoping taking place. CFO, ACE and relevant Members involved in discussions with IA prior to start of their review of project management arrangements. Report expected end of the year.
<p>Objective :- To ensure that the current IPCC review of the police complaints regime, and associated APA development work through the People Policy Network are reflected in NYPA's complaints oversight arrangements.</p>		
Actions	Timescale & Owner	Progress to date
Ensure that Members undertake refresher training following introduction of Police (Conduct) Regulations 2008.	ACE	<p>3 Independent misconduct panel members trained to new standards. Completed in April 2009. 2 NYPA Support Team trained in new Regulations. 3 PAT Members retrained against Police (Conduct) Regulations 2008. New Member of PAT appointed (Jason Fitzgerald-Smith) to release Vice Chairman for other duties and has had training through the APA in Conduct Regulations.</p> <p>PSSC broadening its scope to include organisational learning & wider data set. Two new members (Janet Jefferson & Brian Marshall) appointed to Professional Standards Sub Committee.</p>

To broaden understanding of PS business.		Addressed as part of Link Member review.
Objective :- To ensure that NYPA/NYP complies with all aspects of the national equality standards to a level appropriate to the risks faced by NYPA and NYP by April 2009.		
Actions	Timescale & Owner	Progress to date
NYPA complies with National Equality Standard	April 2010 DCE	Final standard published Nov 2009. Detailed considerations to be applied however NYPA was compliant with earlier draft versions.
NYP complies with National Equality Standard	April 2010 DCE	Bi-monthly discussions with NYP. Raised and discussed at HR thematic 24.7.09 Discussions with NYP ongoing and actions/progress/plans discussed and agreed. NPIA is producing guidance for Police Authorities in relation to their oversight role. PAs in the region have agreed to assist NYPA in reviewing draft and piloting. First meeting with NPIA 24 Nov. Further 'awareness/training event' led by NPIA arranged for 15 Dec 2009.
Objective :- To put in place protocols for the oversight of NYPA's delegated powers with regard to pensions, ill health retirements and injury on duty awards.		

Actions	Timescale & Owner	Progress to date
Ill Heath Retirement	April 2010 DCE	Draft produced May 2009 but approval delayed due to ongoing issues with IODs
Injury on Duty	April 2010 DCE	Delayed pending internal NYP 'task force' reviewing systems and processes.
Objective :- To complete the development of the corporate business and financial planning process.		
Actions	Timescale & Owner	Progress to date
Working with the Chief Constable, to ensure, so far as is practical, that business planning processes, as set out in the PP&G Framework, are developed so as to ensure that all service priority developments are captured in the Business Development Plan and Medium Term Financial Plan and that PPB is advised of appropriate revisions.	CFO budget setting timeframe 20010/11.	<p>MTFP updated at June for 2009/10 year end. Updated at final accounts position. Updated in September. All reported to PPB. Linkages to in year position being made and reported to AIB.</p> <p>Factors directly linked to Next Steps and budget planning round.</p> <p>Integrated focused process and timetable for business planning and budget setting being taken forward.</p>
Ensure that the findings of the project management review (see above) is integrated within business planning process.		<p>IA consulting on scope of the review</p> <p>CFO directed focus initially for business planning CRDP items. Integrated with ETB developments and key strategies including fleet, estates, asset management and local and regional IS programming developments alongside links to ISIS.</p>

Governance Principle 5 - The authority aims to develop the capacity and capability of members and officers to be effective in their roles.

Objective : To ensure that the Authority secures at least a Level 2 performance assessment following Inspection		
Actions	Timescale & Owner	Progress to date
To undertake a comprehensive self assessment against the agreed inspection framework, in the light of lessons learnt from the initial batch of police authority inspections.	March 2010 CE	First inspection results now being published. Meetings established between NYPA and CFO to agree format for collection of evidence – using case studies to illustrate cradle to grave approach to managing Authority business. Template established, officers continue to collect evidence on individual basis as appropriate.
To put in place a formal protocol for the performance management of NYPA member performance against roles	September 2009 CE	Achieved. Protocol adopted by NYPA in September. Bi annual reporting of Member attendance
In preparation for inspection, to assemble case study examples of outcomes against each of the assessment criteria.	March 2010	Ongoing.
Objective : To develop a plan with Regional Police Authority colleagues for the harmonisation of police authority activities, policies and practices to aid decisions on future collaboration on those activities.		
Actions	Timescale & Owner	Progress to date
		The potential for collaboration amongst police authority support units is currently being scoped through a Working Party of the Regional Chief Execs. Will need to be

		developed as part of the overall Strategy for regional collaboration.
Objective : As part of the successful regional REIP bid, to formulate a comprehensive Member Development structure.		
Action	Timescale & Owner	Progress to date
Training	ACE	Regional PA Development Group formed, first meeting 28 August. RIEP funding of £19,500 secured to take project forward. Activities to date: <ul style="list-style-type: none"> • Project brief written and agreed • Member Development Strategy & Implementation Plan drafted • Shortlisting for regional training consultant 7 December, appointment 15 December • Report to regional People Policy Network 5 January • Report to Y&HJPAC March 2010
Member web site	DCE Dec 2009	Progress report to PAMB in December.
Role profiles		Role profiles for all link members and SNTs produced. Role profiles/briefs for members attending partnerships produced. Competency framework for Members and specific roles produced.

Improved communications with partners & communities	April 2010 DCE/ Planning & Performance Support Officer (P&PSO)	NYPA leading discussions on production of joint NYP/NYPA & Multi-agency communications strategy/plan. P&PSO chairs LCJB Confidence & Engagement Group Website development ongoing (also see above under specific areas such as Overview & Scrutiny, Participatory budgeting etc
To finalise and fully populate the new NYPA Web site	DCE	Programme to finalise ending Dec 2009
Objective : To ensure that all NYPA and NYP partnership activities are fully integrated into the internal Planning, Performance and Governance Framework and local strategic planning frameworks to drive service improvement and local priority outcomes.		
Action	Timescale & Owner	Progress to date
Complete the mapping of partnership activity and align with similar NYSP exercise	Oct 2009-08-14 DCE	Completed for NYPA
In conjunction with NYP, assess the comprehensiveness of the activity and its interconnectivity with external partner frameworks and internal planning and performance frameworks and produce an action plan to address identified gaps.	December 2009 DCE	For NYP. NYPA joined NYP officers in delivering partnership project. Mapping completed and initial assessments of partnerships made Aug 2009. NYP partnership toolkit (inc internal approvals & monitoring processes) finalised November 2009. Report to PPB 18.9.09 with outline action plan & NYP partnership toolkit.

Work with partners to address overlaps/areas of commonality and improved partnership working	April 2010 DCE	<p>Nov 2009 external consultants appointed to look at how better use can be made of partnerships and especially communications to, from and between officers that attend. This will also include assessment survey of internal and external opinion/attitude towards partnerships and the police working in partnership. Also interconnectivity with external partner frameworks and internal planning and performance frameworks and areas of overlap.</p> <p>Led on trying to arrange a multi-agency event (with NYSP) but after initial planning meeting NYSP/NYCC not supportive.</p>
<p>Objective : To develop mechanisms, in accordance with the statutory guidelines, to ensure NYPA’s full engagement in the emerging Overview and Scrutiny role of local authorities over crime and disorder issues and to ensure that such activity is integrated into NYPA’s internal governance mechanisms.– by April 2010.</p>		
Action	Timescale & Owner	Progress to date
<p>Work with councils’ and partners to establish crime & disorder O&S committees as a vibrant vehicle to support the Authority’s role.</p> <p>Deliver training/awareness raising to members & officers</p>	April 2010 DCE	<p>Approval to appoint support officer 13.8.10</p> <p>Discussions with Councils’ O&S Officers. Draft protocols agreed</p> <p>Training to be given/to be given to councils members & officers:</p> <ul style="list-style-type: none"> • York 22.9.09 • NYCC 27.8.09 & 22.9.09 • Richmondshire (meeting 2.11.09) training to be given 4.4.10 • Harrogate (meeting 24.9.09) training 26.10.09 • Scarborough (meeting 29.10.09) training 15.1.10 • Ryedale training 18.2.10 • Hambleton – discussions ongoing

		<ul style="list-style-type: none"> • Selby (meeting with chair Jan 2010) training to be March 2010 <p>Discussions with NYP (and other community safety partners) about internal mechanisms</p> <p>NYPA members to be appointed to O&S committees 18.12.09 and training (on O&S and CDRPs) arranged 15 January 2010. Member briefing document completed.</p> <p>Guide for councillors on local accountability f=of police (inc O&S) being produced.</p> <p>Discussions with NYP about performance information & data at district level to support local O&S committees ongoing.</p> <p>NYPA Scrutiny Support Officer appointed and started 7.12.09</p>
<p>Objective : To refresh the NYPA Community Engagement and Accountability Strategy in the light of events over the last 18 months and to develop an overarching vision, shared by local authorities, for local community empowerment and accountability to co-incide with the publication of the Home Office White paper on Police Accountability – by Dec 2009.</p>		
	<p>Timescale & Owner</p>	<p>Progress to date</p>
Host a stakeholder conference on police accountability to promote debate	DCE Sept 2009	Successful conference held 25.9.09
To contribute to Home Office and the APA on police accountability models as part of the preparation of, and response to, the White Paper.	CE	Home Office supplied with documents and papers showing NYPA's approach to police accountability, together with Ch Execs own views in a discussion paper submitted to APA. NYPA cited as good practice in the APA Guidance on the Confidence measure.

Review and re-fresh the NYPA/NYP Community Engagement Strategy	April 2010 DCE	Awaiting white paper (2.12.09)
Objective : To secure greater visibility and accountability of the police authority in and to local communities, through completion of the refreshed NYPA web site		
	Timescale & Owner	Progress to date
To consider the merits of introducing Video feeds/ Blogs surveys on the Web site	DCE April 2010	New NYPA website substantially completed. Work ongoing on other areas to increase NYPA and member visibility. Member area of the web site under development.



Home Office

Policing in the 21st Century: Reconnecting police and the people



Policing in the 21st Century: Reconnecting police and the people

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

July 2010

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ISBN: 9780101792523

Printed in the UK by The Stationery Office Limited
on behalf of the Controller of Her Majesty's Stationery Office

P002381616 07/10 19585 4861

Printed on paper containing 75% recycled fibre content minimum.

Policing in the 21st Century: Re-connecting the police and the people

Ministerial foreword

Chapter 1: The challenge

Chapter 2: Increasing democratic accountability

Chapter 3: Removing bureaucratic accountability

Chapter 4: A national framework for efficient local policing

Chapter 5: Tackling crime together

Ministerial foreword



This Government's vision is for a free, fair and responsible society. At the heart of that vision is a radical shift in power and control away from government back to people and communities. Nowhere is that more true than in our plans for policing reform. Reform is critical. Increasing Government interference in recent years has changed the focus of the police. They have become responsive to government targets and bureaucracy rather than to people. They have become disconnected from the public they serve. Crime is still too high; too many individuals and neighbourhoods suffer anti-social behaviour; and only just over half the public have confidence that the issues that matter locally are being dealt with. At the same time the challenges we face have changed. Terrorism, a growth in serious organised crime and cyber-crime all require approaches which cross not just police force boundaries but international borders.

The mission of the police which was established by Sir Robert Peel as preventing crime and disorder has not fundamentally changed. Nor has the dedication of the officers and staff that have served since. But over time the model for policing initiated by Peel has slowly been eroded. His revolutionary model for policing in London was so successful, Parliament legislated for similar bodies across the country but subject to local accountability by people who knew the locality and what was wanted – initially magistrates and councillors in early forms of what would become police authorities. Over time however the role of central Government grew. As the number of police forces fell, police authorities took on bigger areas. They have since become remote and invisible, without the capability and the mandate to insist on the priorities of local people. Instead, central government sought to fill the vacuum in determining local priorities and performance.

So to achieve Peel's mission of preventing crime and disorder (which we now call anti-social behaviour), we need to once again reform policing in the country; restoring once more the connection between the police and the people, putting the public back in the driving seat and enabling the police to meet the new crime and anti-social behaviour challenges.

This paper signals the most radical change to policing in 50 years. We will transfer power in policing – replacing bureaucratic accountability with democratic accountability.

First we will transfer power back to the people – by introducing directly elected Police and Crime Commissioners, representing their communities, understanding their crime and anti-social behaviour priorities and holding the Chief Constable to account for achieving them, and being able to fire her or him if they do not. Chief Constables will be responsible for the day to day operations of their police force but accountable to the public via these individuals and not Whitehall. Together, they will lead the fight against crime and anti-social behaviour. Our plans will make the police more accountable, accessible and transparent to the public and therefore make our communities safer. Regular beat meetings will allow people to challenge the police's performance and accessible 'street level' crime data will shine a light on local crime trends and concerns.

Secondly, we will transfer power away from government – trusting police professionals. We will do away with central targets. Frontline staff will no longer be form writers but crime fighters: freed up from bureaucracy and central guidance and trusted to use their professionalism to get on with their jobs.

Thirdly, we will shift the focus of government. The previous government tried to micro manage local policing but did not support forces effectively on national issues. We will change this. We will create a new National Crime Agency to lead the fight against organised crime, protect our borders and provide services best delivered at national level.

We want to ensure that the 'golden thread' that runs from local policing across force boundaries and internationally is not broken. The large scale devolution in power to local forces will be matched by a stronger, more streamlined approach on those issues that do require national coordination.

These changes will have to be made at a time of serious and difficult budget cuts. I have already been clear that the police will have to bear their fair share of the burden. That is why value for money will have to drive everything the police do.

The police are charged with keeping people safe; cutting crime and anti-social behaviour. I am confident that they will do all within their power to meet that responsibility, and preserve the frontline of the police service for local communities.

This document sets out our plans for police reform including elements that will be part of the Police Reform and Social Responsibility Bill that we will introduce in the Autumn. They represent exciting new opportunities for individuals, communities and police officers at all levels to shape the future of policing. I want to hear your views about how we can best make the reforms work.

I believe these radical reforms will build a strong new bridge between the police and the public. In short they will ensure policing for the people.

A handwritten signature in black ink, appearing to read 'T. May', with a large, sweeping flourish at the beginning.

RT HON THERESA MAY MP
HOME SECRETARY

Chapter 1: The challenge

1.1 Despite spending more on criminal justice than any other comparable country the UK is still a relatively high crime country compared with its neighbours.¹ Too many of us fear crime and anti-social behaviour (ASB)² and we turn a blind eye when we see it – often because we are fearful of the consequences of doing so, not because we don't care or can't be bothered.³ In Germany, two thirds of people said they would intervene to stop ASB, in the UK two thirds would not.⁴ After years of rising budgets and police numbers crime is still too high, people still feel unsafe and ASB blights too many communities.

1.2 Sir Robert Peel's first principle of policing stated: "The basic mission for which the police exist is to prevent crime and disorder". This remains the case, but the challenges facing communities and the police have changed over time. Since the 1960s, new technologies have helped police to keep up with advances in the way that crime is committed. The increased mobility of criminals has been matched by the patrol car and radio communication; analysis of crime and ASB hot spots allows response teams to see where they should be targeted.

1.3 But whilst technology has enabled the police to keep up with new types of crime and criminal, the ongoing centralisation of the police has left the service disconnected from the communities they are there to serve. The gap we need to fill today is one of accountability, not technology.

1.4 The approach of the last decade has been for central government to intervene more and more in local policing in an attempt to make it more accountable. There has been an ever increasing list of legislation with the specific aim of centralising policing. The Home Secretary has been given stronger and stronger powers to intervene; to set national objectives; publish data relating to performance; issue codes of practice and guidance; and direct police authorities. In 2001 this process of centralisation continued through the creation of the Home Office Police Standards Unit. Its aim was to strengthen the performance of local police command units and, in time, it would end up intervening in forces that were failing. Nowhere in this long list of reforms does the public appear as the natural democratic check and balance that Peel referred to in 1829 as the bedrock of police activity.

¹ Criminal Victimization in International Perspective

http://rechten.uvt.nl/icvs/pdf/files/ICVS2004_05.pdf

² 53% of people in the UK find 'crime and violence' one of the three most worrying things, compared to 40% in Italy, 33% in France and 20% in Spain, Ipsos-MORI, May 2009

³ Casey, L, Engaging Communities in Fighting Crime, Cabinet Office (2008)

http://www.cabinetoffice.gov.uk/media/cabinetoffice/corp/assets/publications/crime/cc_summary.pdf

⁴ When asked if they would challenge a group of 14 year old boys vandalising a bus shelter, 64% of German respondents said they probably or definitely would, compared to 62% of British respondents said they probably or definitely would not. Anti-Social Behaviour Across Europe, ADT, 2006

1.5 The service has taken strides to make better connections with its community and its partners. In particular at a local level they are important partners in local Community Safety Partnerships (CSPs) and the service has rolled out dedicated Neighbourhood Policing Teams (NPTs) which are valued by their communities. These are all worthy reforms, spurred by the right ambition. They have gone some way to decentralise the service. But we need to go further to make it more accountable to local people.

1.6 The previous Government's approach failed to recognise problems that were more fundamental. They failed to recognise that those who should be in the driving seat, those who suffer when things don't work, are the public, not Government. And they undermined the professional discretion of the police – driving a wedge between the police and the public they are meant to serve.

1.7 Their approach and specific initiatives distorted the tripartite relationship that underpins policing – the relationship at a national level between central government, the professional leadership of the service and those responsible for its local accountability. Central government interfered too much in local issues, and failed to provide the right challenge and support for policing issues that went beyond force boundaries. Professionals saw their judgement undermined, leading them to take refuge in bureaucracy, looking upwards to Whitehall, rather than outwards to the public they joined to serve. Partnerships made strong steps in trying to work together to prevent crime, but were pulled in opposing directions by different Government departments.

1.8 The challenges the police service now face require a new approach.

Challenges of a service accountable to Whitehall not the public

1.9 To cut crime, policing relies not just on the consent of the people but their active cooperation. But the bond between the police and local people is not strong enough. The police have been encouraged to focus on the issues that national politicians have told them are important rather than the concerns of their local communities. Reports to Ministers and civil servants in Whitehall have taken precedence over information to help the public judge how well the police service is doing.

1.10 Targets and standards in policing were driven by Whitehall rather than the public. At best, national targets and standards have not taken account of local needs, and at worst eroded Chief Constables' professional responsibility for taking decisions to meet the particular needs of their local communities. All too often targets have driven perverse incentives. For example the 'Offences Brought to Justice' target incentivised officers to pursue easy to achieve low-level detections rather than focusing on more serious offences.

1.11 Many individual members of police authorities have made great efforts in recent years to improve police responsiveness and represent local communities. But despite these efforts the public are often unaware of police authorities themselves. A Cabinet Office review in 2007 highlighted that only 7% of the public would know to go to their Police Authority if they had a

problem with policing in their local area. The public do not know how to influence local policing, let alone get actively involved. There is no direct way for the public to change or challenge those who govern policing on their behalf.

Challenges of disempowered professionals

1.12 Whitehall has not only caused a growing disconnect between the police and the people; it has disempowered the police themselves.

1.13 The police have been tied up in bureaucracy following central guidance setting out how they should do their work rather than using their professional judgement to get on with their jobs serving their communities. Police have become form writers rather than crime fighters, taken away from the public by bureaucracy and overly prescriptive central guidance. Despite record numbers of police officers and staff, the police are spending less time on the street.

1.14 Bureaucracy has not just been created by central Government. There are some inefficient and bureaucratic processes within the police itself that need to be addressed, for example forms or guidance created by forces themselves to cover their backs in a culture that is too 'risk averse'. Police officers and staff are being overwhelmed by the sheer volume of central policing guidance being issued. In the last year alone some 52 documents were issued and a further 60 were found to be in planning. The average length of such documents was just under 100 pages. These manuals contained over 4000 new promises, covering duties such as policing international cricket matches and data collection for missing persons.

1.15 National targets, multiple funding streams and restrictive guidance have also pulled community safety and criminal justice partners in different directions, creating elaborate and bureaucratic formal relationships rather than a practical focus on the outcomes that matter to their communities. Too much regulation and an increasingly intrusive state have crowded out the instinct of local people and voluntary organisations. We need to move beyond the era of bureaucratic accountability to one of democratic accountability.

Challenges of visibility and availability

1.16 A report published this month by Her Majesty's Inspectorate of Constabulary (HMIC) called *Valuing the Police* shows that the result of this bureaucratic form-filling, over prescription and central guidance is that only 11% of police officers are available to the public at any time.⁵ This is not the service that the public should expect. The public should expect them to be on their streets, visible and available to serve and keep them safe.

1.17 But over the last decade the police service at all levels, from Chief Constables to front line professionals, has been expected to deal with an increasingly complex set of expectations. New challenges – most obviously

⁵ Valuing the Police, HMIC, 2010, http://www.hmic.gov.uk/SiteCollectionDocuments/Value%20for%20Money/VTP_NFS_20100720.pdf

work to counter terrorism, but also the growth in serious and organised crime, cyber crime, economic crime, child protection and domestic violence – have become central to the business of policing. The need for much more effective work with local authorities, the wider criminal justice system and many other partners, though never easy, is increasingly taken for granted. These challenges must be met while at the same time maintaining the public's continuing expectation – rightly – of greater visibility and availability on their streets.

Challenges of tightening resources

1.18 Spending on the police has increased by 24% in real terms since 2000/01 and stands at £13 billion a year today. Over the past decade the focus on public spending has been on money rather than value for money; inputs and officer and staff numbers rather than outcomes. Government and police forces have wasted money, such as the £6m spent advertising the Policing Pledge, telling people what the police ought to do, rather than ensuring money is used to fight crime.

1.19 In the Budget on 22 June 2010, the Chancellor announced that 'unprotected' Departments – including the Home Office – will face real cuts over the next four years. Police funding will have to take its fair share of this challenge. In its Comprehensive Spending Review, the Government will announce departmental spending limits on 20 October, with proposals for individual police force budgets following later in the year.

A new approach

1.20 The Government intends to rebalance the tripartite relationship to address these fundamental issues. Clear roles and relationships; with the 'golden thread' of British policing – from the national and international to the very local – renewed and strengthened, are at the heart of the Government's strategy for policing in the years ahead. This document provides more detail on the priorities and next steps.

1.21 It sets out a new deal for the public and a new deal for the police service. A deal where the public are in control and where the police can focus on cutting crime and making people feel safe.

- We will empower the public: introducing directly elected Police and Crime Commissioners who will give the public a voice and strengthen the bond between the public and the police through greater accountability and transparency so that people have more confidence in the police to fight crime and ASB. (Chapter 2)
- We will empower the police: removing bureaucratic accountability, returning professional responsibility and freeing up officers' time to get on with their jobs, out and about in local communities and not tied up in paperwork or meetings. (Chapter 3)
- We will shift the focus of national Government: ensuring the police are effective in dealing with serious crimes and threats that cross force

boundaries or national borders, but in the end impact on local communities. And we will make the police at force, regional and national levels more efficient so that frontline local policing can be sustained. (Chapter 4)

- We will empower the Big Society; reforming our wider approach to cutting crime, making sure everyone plays their full part in cutting crime in a Big Society - wider criminal justice and community safety partners, the voluntary and community sector and individuals themselves. (Chapter 5)

1.22 The key priority for the police is to cut crime – keeping people safe from the harm caused by everything from ASB to serious crime and terrorism. Our vision for reform is based on outcomes achieved through a strengthened bond between the police and local people. We want the public to be safe and feel safe, have a real say in how their streets are policed and be able to hold the police to account locally, having more opportunity to shape their own lives. We want them to trust the police and know that they will be there for them when they need them and to have confidence that the criminal justice system has ethics and integrity, is working in their interests and making the best use of their money.

1.23 The Government will not centrally mandate priorities in each local area – we expect Police and Crime Commissioners to work with their local communities to establish the crime and ASB priorities that matter most locally, and for the public to hold them to account for the performance of their force. We also expect Police and Crime Commissioners to collaborate effectively on matters of regional and national importance.

Impact Assessment

1.24 To assist us in complying with the Coalition Government's regulation requirements this document is intended to stimulate discussion and elicit views both from those likely to be affected and any interested partners. Any legislative provisions brought forward following this consultation will be accompanied by a fully developed and robust Impact Assessment measuring the impact on the public, private and third sectors.

Chapter 2: Increasing Democratic Accountability

2.1 We want to empower the public - increasing local accountability and giving the public a direct say on how their streets are policed. By 2012, the Government will have put in place the most radical change in policing for half a century. The public will have elected Police and Crime Commissioners and will be holding them to account for how policing is delivered through their force.

2.2 This will be achieved by:

- The abolition of Police Authorities and their replacement by directly elected Police and Crime Commissioners – ensuring the police respond to local priorities and are directly accountable to the public for delivering safer communities and cutting crime and ASB;
- Providing information to help the public know what is happening in their area and hold the police to account with accurate and timely information about crime, ASB and value for money in their neighbourhood;
- A more independent Her Majesty's Inspectorate of Constabulary (HMIC) that will shine a light on local performance and help communities hold their Police and Crime Commissioners and police forces to account.

Police and Crime Commissioners

2.3 The police are currently held to account locally by Police Authorities, which were established as part of the major reform of policing in 1964, to ensure that the governance (the appointment of the Chief Constable and holding him or her to account) was independent of local politics by requiring a third of the members to be Magistrates. This independence was further augmented by the reforms in 1994, requiring a proportion of police authority members ('independent members') to be drawn from local communities.

2.4 Individual police authority members have worked hard to engage their communities, but Police Authorities remain too invisible to the public. The public do not know how to influence the way policing is delivered in their community, let alone get involved. There is no direct way for the public to choose the people that represent them - only 8% of wards elect councillors who are police authority members. We will abolish Police Authorities and put power directly in the hands of the public. For the first time ever the public will be able to directly vote for an individual to represent their community's policing needs.

2.5 Police and Crime Commissioners will be powerful representatives of the public leading the fight against crime and ASB. They will ensure that:

- The public can better hold police forces and senior officers to account;
- There is greater public engagement in policing both in terms of priority setting and active citizenship;
- There is greater public – rather than Whitehall – ownership of force performance; and,
- The public have someone 'on their side' in the fight against crime and ASB.

2.6 Police and Crime Commissioners will ensure that the police are held to account democratically, not bureaucratically by Whitehall. This is part of the deal for the police: removing micro-management by central government in local policing, in return for much greater responsiveness to and engagement with the public.

2.7 These reforms are too pressing for a lengthy Royal Commission on increasing policing accountability. The coalition agreement set out our intention to introduce Police and Crime Commissioners. We are keen to hear your views about how we can make this work most effectively. We will introduce legislation in the autumn and the public will be able to vote for their Commissioners for the first time in May 2012.

Scope and Remit of the Police and Crime Commissioner

2.8 We are determined to embed this reform into the existing force boundaries that people already understand. A single Commissioner will be directly elected at the level of each force in England and Wales with the exception of the Metropolitan Police (where local accountability is already strong) and the City of London Police. The British Transport Police, the Civil Nuclear Constabulary and the Ministry of Defence Police will not have Commissioners.

2.9 The Commissioner will hold the Chief Constable to account for the full range of his or her current responsibilities. Police and Crime Commissioners will have five key roles as part of their mission to fight crime and ASB:

- Representing and engaging with all those who live and work in the communities in their force area and identifying their policing needs;
- Setting priorities that meet those needs by agreeing a local strategic plan for the force;
- Holding the Chief Constable to account for achieving these priorities as efficiently and effectively as possible, and playing a role in wider questions of community safety;
- Setting the force budget and setting the precept. Our intention is to make precept raising subject to referendum. Further detail will be set out by the Department for Communities and Local Government (in England) and the Welsh Assembly Government (in Wales); and,
- Appointing - and, where necessary, removing - the Chief Constable.

2.10 Commissioners will need to appoint and lead a team to support them in their important responsibilities. The Government does not intend to prescribe these support arrangements in detail. It will be for individual Commissioners to decide how to ensure they have an effective support team with the right expertise and knowledge of the area – although the Government will, for example, require the appointment of an individual with appropriate financial skills, and establish process safeguards to ensure that appointments are made with propriety. Commissioners will need to demonstrate value for money to the electorate on any money spent on overheads rather than frontline policing.

2.11 The Government will work closely with the Welsh Assembly Government to ensure that the framework within which the directly elected Commissioners for the four forces in Wales operate reflects and respects devolved responsibilities.

Elections

2.12 The Government wants candidates for Commissioners to come from a wide range of backgrounds, including both representatives of political parties and independents. Commissioners will have a set four year term of office and term limits of two terms. The Government intends to apply the existing framework for the conduct of local government and Parliamentary elections including the recognised eligibility criteria for standing for public office, in preparing for the first set of elections in May 2012. We are considering the appropriate voting system, and believe that a preferential voting system is the right option. We will work closely with local government representatives and the Electoral Commission to ensure that these elections are coordinated effectively and represent good value for money.

Role of the Chief Constable

2.13 The operational independence of the police is a fundamental principle of British policing. We will protect absolutely that operational independence. Giving Chief Constables a clear line of accountability to directly elected Police and Crime Commissioners will not cut across their operational independence and duty to act without fear or favour. In fact Chief Constables will have greater professional freedom to take operational decisions to meet the priorities set for them by their local community – via their Commissioner. This will include being able to appoint all of their top management team.

Specific responsibilities of Commissioners

2.14 We do not want to shackle Commissioners with reams of guidance and prescription on their role. Their local focus will be largely determined by the public. Set out below are some of the key responsibilities we intend all Commissioners to have and we welcome your views on these.

Local Policing

2.15 Commissioners will have a clear responsibility for holding the Chief Constable to account to make sure that policing is available and responsive to communities. The work of neighbourhood policing teams to identify and meet the most local priorities in every community is a fundamental element of local policing, but local policing goes beyond that work; it is also the full service of response, investigation and problem solving across all communities. Effective local policing which provides the police with legitimacy and the confidence of their communities is essential for supporting the wider police mission of protecting the public from serious harms and threats.

2.16 The public need to see their police on their streets as much as they need to know their emergency call will be dealt with quickly. There is no 'one size fits all' model. Policing must vary according to the characteristics of different neighbourhoods. But neighbourhood teams need to be closely linked to other parts of local policing and other police functions, be part of

neighbourhood partnerships and neighbourhood management arrangements and engage with the community.

Serious crime, protective services

2.17 Crimes and criminals are not confined within force boundaries. Commissioners will be responsible for the full range of policing activity in which their Chief Constable and force engage and will need to look beyond their own force borders. They will need to balance local priorities and pressures with the cross boundary action, at national and regional level, also needed to secure operational efficiency. Chapter 4 sets out our approach to active cross-border collaboration. Commissioners will be under a strong duty to collaborate, in the interests of value for money and to tackle cross border, national and international crimes (such as fighting serious organised crime and terrorism).

Wider community safety and criminal justice

2.18 Policing cannot be effective if it is working in isolation. Chapter 5 sets out how policing needs to be delivered in partnership with the public, but also with key agencies at the local level and across the criminal justice system (CJS). Effective joint working with partners will be key to the success of Commissioners. Long-term strategies aimed at discouraging offenders from re-offending and preventing others from embarking on a life of crime rely on the work of other partners, providing access to justice, effective sentencing, punishment and rehabilitation of offenders, good education and activities for young people, drug and alcohol treatment, and action taken by local council and housing officers.

2.19 Commissioners will be enabled to play a considerable role in wider questions of community safety. We are considering creating enabling powers to bring together CSPs at the force level to deal with force wide community safety issues and giving Commissioners a role in commissioning community safety work.

2.20 The ability to deliver swift justice and reduce re-offending whilst delivering value for money for the CJS as a whole will be affected by the ability of the Commissioner and the rest of the CJS to work together effectively. The Government sees a potential future role for Commissioners in respect of the wider CJS as further reforms develop, but immediately we will look to place a reciprocal duty, albeit one that does not compromise the necessary independence of partners, on Commissioners and other criminal justice services to cooperate with each other. This will help ensure that the decisions each CJS partner takes on priorities and investment will take full account of the implications for colleagues. We will also explore how they can best work with Local Criminal Justice Boards.

Value for money

2.21 Commissioners will hold their police force to account for the money it spends and ensure that it delivers value for money for the public. A key responsibility of the Commissioner will be to:

- Report to the public in a transparent and open way how funding is being used;
- Hold forces to account for their local use of resources, including the use of any national arrangements for buying goods and services and making good use of nationally provided services; and
- Hold forces to account for their contribution to and use of collaboratively provided services within their region.

Diversity

2.22 Engaging with the community requires a diverse workforce. Commissioners will be responsible for holding the Chief Constable to account for ensuring that their police force reflects the diversity of the population it serves. This is important in getting communities more involved in policing, ensuring the police can understand local communities' needs and to build trust and break down cultural barriers. This is essential for the public to report and help solve crimes. More than 25% of police officers are now female and BME representation stands at 4.4%, up from 2% in 1999. These figures are higher for PCSOs, standing at 44% and 11.5%.⁶ We must ensure that much more progress is made with these changes – across the whole police service as well as local policing.

Devolved Government

2.23 Responsibility for local government is devolved in Wales and we will be working closely with partners in Wales, including the Welsh Assembly Government, to ensure that there are checks and balances which make effective links to the different local government landscape in Wales. We want to ensure Commissioners and local government are empowered to make the decisions that work best for their local area.

London

2.24 In London, the Metropolitan Police Authority will be abolished and the Greater London Authority will fulfil the scrutiny role discussed below. We are discussing with the Mayor of London and the Metropolitan Police Commissioner what further changes, if any, are needed in London to complement these reforms. In particular we need to ensure that any new arrangements reflect the Metropolitan Police Commissioner's wider national policing responsibilities.

Checks and Balances

2.25 The public at the ballot box will be the ultimate judge of the success or failure of each Commissioner and how well they are serving their community. But the public need to have the right information to judge the Commissioner's performance and they need to know the Commissioner can be called to account with effective scrutiny and appropriate checks and balances, in particular at the local level.

Local Government and independent scrutiny

⁶ R. Mulchandani and J. Sigurdsson Police Service Strength England and Wales, 31st March 2009, Home Office (2009) <http://www.homeoffice.gov.uk/rds/pdfs09/hosb1309.pdf>

2.26 At the core of our proposals for appropriate checks and balances to the power of the new Police and Crime Commissioners is the establishment of a new Police and Crime Panel. This will ensure there is a robust overview role at force level and that decisions of the Police and Crime Commissioners are tested on behalf of the public on a regular basis. We will create Police and Crime Panels in each force area drawn from locally elected councillors from constituent wards and independent and lay members who will bring additional skills, experience and diversity to the discussions. We are clear that these relate to the Commissioner and not the force itself.

2.27 This Panel will be able to advise the Commissioner on their proposed policing plans and budget and consider progress at the end of each year outlined in a 'state of the force' report. If the Panel objects to the Commissioner's plans or budget they will be free, in the interests of transparency, to make their concerns public, or in cases of misconduct, to ask the Independent Police Complaints Commission (IPCC) to investigate the Commissioner. They will be able to summon the Commissioner to public hearings, take evidence from others on the work of the Commissioner, and see papers sent to the Commissioner as a matter of course except where they are operationally sensitive. They will hold confirmation hearings for the post of Chief Constable and be able to hold confirmation hearings for other appointments made by the Commissioner to his staff, but without having the power of veto. However, they will have a power to trigger a referendum on the policing precept recommended by the Commissioner.

Scrutiny at neighbourhood beat meetings

2.28 Neighbourhoods are the key level at which communities engage and are the building blocks of a Big Society. Police and Crime Commissioners will provide greater local accountability than ever before, but communities need a way of holding the police to account at the neighbourhood level. As set out in the coalition agreement we will require police forces to hold regular 'beat meetings' so that residents can hold them to account.

2.29 The term "beat meetings" conjures up an image of the same few people sitting around in a local hall. Police and Crime Commissioners will want to ensure that neighbourhood level engagement is inclusive and representative of the whole community. So they will be responsible for requiring that their forces' neighbourhood policing teams are having regular beat meetings at times and in places that are widely advertised, but also that they are taking an innovative approach to making the most of these meetings and other ways of engaging the full range of members of the public in diverse communities. For example, local police teams are already being encouraged to meet residents in supermarkets, old people's homes and schools – or online, via virtual beat meetings, Facebook or Twitter. And they are linking up with other services or prominent people in trusted voluntary or community groups such as neighbourhood managers - who are also engaging the public, to maximise the range of people they speak to.

2.30 Front line professionals need to be visible and available at times and in places where their communities can make their views known and assess

progress on their priorities, and Commissioners will provide a powerful new impetus and public voice in making this happen.

2.31 Local councillors, who are elected by every neighbourhood to represent their interests, will take a close interest in ensuring that Commissioners are securing effective policing for every neighbourhood in their area.

Transparency

2.32 For democratic accountability to be effective the public need independent transparent information on the performance of their Commissioner. When the public go to the ballot box to vote for their Commissioner, we want to ensure they have the full range of information available, so they can make their decision based on facts rather than anecdote and rumour. And we want to ensure that communities are able to engage properly with their Commissioner during their terms of office, so local policing plans will have a consultation phase with responses published.

2.33 The public must be able to see the performance of their police on crime, on antisocial behaviour and on how they spend the public's money. They must be able to compare this performance with how the police have performed in the past and how they are performing in relation to other neighbourhoods and forces.

2.34 From January 2011, we will ensure that crime data is published at a level which allows the public to see what is happening on their streets and neighbourhoods. We will require police forces to release this data in an open and standardised format that would enable third parties to create crime maps and other applications that help communities to engage and interact with their local police in a meaningful way. We will build on this over time to ensure that communities always have access to the most up to date and accurate picture of crime in their neighbourhoods. We will build on this over the next year by ensuring that the police are in a position to publish data more frequently than this, to bring the UK in line with best practice from other countries - some do so every week.

2.35 Across the public sector we are making changes to ensure that Government, and especially public spending, is transparent to the public, communities and businesses. As part of this we will make sure that police forces are providing information about how much of the taxpayer's money they receive and what they are doing with it.

2.36 We will also ensure that Police and Crime Commissioners – and their support teams - are subject to similar transparency arrangements. They will be subject to Freedom of Information requests, publish as default all papers and notifications of meetings, and all payments they make over £500 (in line with wider transparency arrangements for local government). They will also publish organograms and salaries of appointees of their small teams and establish a code of conduct (including gifts and hospitality). Policing Plans will need to be compliant with the Human Rights Act.

2.37 The Government will publish estimates of the cost of the elections and other aspects of the Commissioners policy in due course.

2.38 The Government will make proposals for the pay of Police and Crime Commissioners later in the year. These will reflect our focus on value for money and transparency, and take account of variation in force size and responsibilities.

HMIC

2.39 Her Majesty's Inspectorate of Constabulary (HMIC) will become a stronger advocate in the public interest, independent from the Government and the police service. We will ensure that HMIC has the powers to be able to undertake this critical role and strengthen the public's trust and confidence by providing them with objective and robust information on forces.

2.40 HMIC's role will be to work for the public to shine a light on policing outcomes and value for money locally and help them make informed judgements on how well Police and Crime Commissioners and their forces are performing in relation to local priorities and national obligations. It will do this through a light touch inspection regime and production of publicly accessible information and the publication of Value for Money Profiles providing comparative information on costs and outcomes. A more robust Inspectorate will not mean a return to unnecessary and burdensome regulation. Any inspection activity will need to be proportionate and add value.

Checks and balances at the national level

2.41 There are some issues of sufficient risk or national importance to warrant national oversight and requirement, and the Home Secretary intends to retain powers to ensure that these are dealt with effectively. These will include powers to ensure that events of national importance such as the Olympics are policed adequately and that the police service can provide an appropriate response to threats to national security or crisis. They will also include powers to ensure that our national policing capabilities and structures are used effectively to provide a proportionate response to future regional and national threats (both discussed in Chapter 4).

Complaints and recall

2.42 Police and Crime Panels and the IPCC will have a critical role in dealing with formal complaints against Commissioners. In the event of allegations of misconduct, we envisage that the Police and Crime Panels will receive complaints and will be able to refer them to the IPCC to investigate.

2.43 We will also introduce the power of recall in relation to Police and Crime Commissioners. Police and Crime Panels and the public may have a role in triggering the recall of Police and Crime Commissioners, but recall will only be used where the IPCC has ruled that serious misconduct has taken place.

2.44 If a Commissioner should resign or be unable to do their job, the Police and Crime Panels will be able to appoint an interim Commissioner until a by-election can be arranged or the Commissioner can return to the post.

Consultation Questions:

1. Will the proposed checks and balances set out in this Chapter provide effective but un-bureaucratic safeguards for the work of Commissioners, and are there further safeguards that should be considered?
2. What could be done to ensure that candidates for Commissioner come from a wide range of backgrounds, including from party political and independent standpoints?
3. How should Commissioners best work with the wider criminal justice and community safety partners who deliver the broad range of services that keep communities safe?
4. How might Commissioners best engage with their communities – individuals, businesses and voluntary organisations - at the neighbourhood level?
5. How can the Commissioner and the greater transparency of local information drive improvements in the most deprived and least safe neighbourhoods in their areas?
6. What information would help the public make judgements about their force and Commissioner, including the level of detail and comparability with other areas?

Chapter 3: Removing Bureaucratic Accountability

3.1 Police officers should be crime fighters, not form writers. We have set out how we intend to replace bureaucratic accountability with democratic accountability. Police and Crime Commissioners are a crucial element of this but other changes are needed too. We need to move the responsibility for telling the police how they should do their jobs out of Whitehall and return it to Chief Constables, their staff and the communities they serve.

3.2 This second radical shift in power is already underway - from Whitehall to the police. Frontline officers and Police Community Support Officers (PCSOs) will be subject to less central bureaucracy so they can get on with the job of keeping the public safe. Currently, according to HMIC, only 11% of the police are visibly available to the public at any one time.⁷ We need far more of them out on the streets, in communities, visible and available. We will stop officers filling in unnecessary forms, from 'stop' forms to data requests from central government. We want officers to focus on police work not paperwork and processes.

3.3 This will be achieved by:

- Ending Whitehall interference in policing – freeing the police from central control by removing Government targets, excessive centralised performance management and reviewing the data burden that is placed on forces – but ensuring that data is still available to local people;
- Reducing bureaucracy and promoting judgement – supporting professional responsibility and cutting red-tape;
- Ensuring that the leaders of the service take responsibility for keeping bureaucracy to a minimum at force level.

Cutting the bureaucracy imposed by Whitehall on police forces

3.4 The Government will continue to have a role in setting the national strategic direction for the police, but it will have no role in telling the police how to do their job – that is for the police; or in holding them to account for how well they have done it – that is for the public and their Police and Crime Commissioner.

3.5 We have already removed the remaining Government-set target on police forces to improve public confidence. From now on it will be for communities to decide how well their force is doing. We have also removed the Government imposed Policing Pledge, which was often viewed as ten targets in disguise.

3.6 The increased provision of accurate and timely locally focused information to the public will be critical in empowering them to effect real change in their communities. We do not want to end up with a system where forces put out the minimum amount of data. Commissioners need to lead the

⁷ Valuing the Police, HMIC, 2010, http://www.hmic.gov.uk/SiteCollectionDocuments/Value%20for%20Money/VTP_NFS_20100720.pdf

way in ensuring that this is about showing the public the real figures; figures about what the public think matters locally, not what the force considers is important. HMIC will consider how to adapt their approach to shine a light on police performance on behalf of the public.

3.7 The previous Government not only adopted a centralist and top down approach to the police, but equally to partners across the criminal justice system and community safety world. Partnerships have focused on following prescriptive processes and targets set by Whitehall which have pulled them in different directions and prevented them from focusing on what matters locally. Chapter 5 sets out how we will remove some of this prescription so that public outcomes can be better achieved.

3.8 Over the years the amount of data central Government has collected to assess the police has piled up to the extent that it is getting in the way of common sense policing. It is important that crime data is recorded in a consistent way across the country so that the public can have trust in statistics and compare the performance of different forces. However, it does not all need to be reported on centrally. We will review the use of data for performance management, police assessment and public information so as to reduce bureaucracy and remove targets in disguise.

3.9 The public need to know that when they report crime to the police they will be taken seriously and that any information produced by the force, Commissioner or anyone else can be trusted. Objective information about forces on a standardised basis will be necessary as the public value comparable information, including as we set out earlier in relation to local crime data. We also want to explore how justice information can be made more transparent so the public can hold wider justice agencies to account.

3.10 This needs to be balanced with the need to reduce excessive recording and reporting arrangements that keep officers away from the front line. We will look again at the National Crime Recording Standard (NCRS) and how crime is recorded.

Reducing bureaucracy and promoting professional judgement

3.11 Too much police time is spent filling out forms and following procedures that are unnecessary and have come as a result of an overly risk averse culture. We want officers out on the streets fighting crime, but analysis shows the amount of time being spent on paperwork creeping up to 22% in 2007/08 with almost half of that not related to reported incidents. We want to restore professional judgement and discretion to the police. Whole shopping trolleys' worth of guidance is loaded onto the police during the course of a year. Whether this is guidance for officers on how to dress or 92 pages on how to ride a bike – this has to be reduced. Local police forces often think of better ways to do things but are prevented from making changes by strict guidelines. We will be ruthless in identifying those processes that are unnecessarily time-consuming for police officers and support staff. The police need to work with partners across the criminal justice system to reform those CJS processes that generate bureaucracy for the police and vice versa.

3.12 By September, HMIC will have completed its analysis of how working practices and processes across the criminal justice system can be improved to reduce duplication and bureaucracy. We will look to its findings to identify specific measures to improve the efficiency of the processes necessary to get cases into and through the system and to deliver better outcomes for the public.

3.13 By the end of this year, we will scrap the national requirement for the 'stop' form in its entirety and reduce dramatically the burden of the stop and search procedures. We will also maximise the use of available technology to further reduce the paperwork in policing so that, for example, an officer will only need to record manually three pieces of information on a stop and search record.

3.14 We will take a close look at processes under the Regulation of Investigatory Powers Act (RIPA) and the Police and Criminal Evidence Act (PACE) to minimise the paperwork involved for police officers, balancing the importance of reducing unnecessary bureaucracy with the need for appropriate safeguards to protect the public from the improper use of some of these powers.

3.15 We will return decision making to police officers, which is why we are taking action to return charging decisions to officers for a broader range of summary offences and will roll this out from November 2010.

3.16 We will also remove barriers to a common sense approach to policing. This involves reforming those health and safety practices that underpin a risk aversion culture that can sometimes prevent police officers from intervening and protecting the public. Lord Young will publish his review of health and safety law and practice across the public sector, including policing, in September. Following on from this, we will work with our partners to ensure that police officers are able to get on and do their job unhindered by unnecessary regulation or practices. As a first step we will support the Health and Safety Executive to embed the approach taken by their guidance, *Striking The Balance*, which sets out a common sense approach to applying health and safety policy to policing, central to which is that police officers that do the right thing and put themselves in harm's way to keep the public safe should be properly recognised and supported.

3.17 These changes are the start of freeing the police to do their job - cutting crime and building confidence with the community they serve. We are keen to hear views on what else gets in the way of this.

Ensuring the leadership of the service takes responsibility

3.18 Not all bureaucracy is Government imposed. Much has been generated locally, sometimes as a result of the tendency to collect information and monitor it, even when no longer required to do so nationally or locally. Some of it has been generated by national policing organisations, for example, ACPO and NPIA guidance. The service itself needs to examine its internal

processes and doctrine which can lead to unnecessary bureaucracy. Action needs to be taken to challenge the culture of risk aversion that has developed in policing. Officers all too often collect information just in case it is needed rather than applying a common sense approach. This culture change will need to be supported and embedded by chief officers giving consistent messages to their forces about the information they need to collect and what is not needed. The police must be able to decide how incidents are dealt with and resolved and we will look to ACPO to show strong leadership in promoting and supporting the greater use of professional judgement by police officers and staff.

3.19 Police and Crime Commissioners will clearly have a role to play in getting the balance right between preserving the information and processes needed to focus on the public's priorities and removing anything that is inefficient or unnecessary.

3.20 Work will continue with Association of Chief Police Officers (ACPO) and IPCC to ensure that the revised misconduct and unsatisfactory performance procedures (introduced in December 2008) are used effectively. Those procedures enable local police managers to deal with public complaints, misconduct and poor performance in a less bureaucratic and adversarial way. They have helped shorten the timetable for dealing with cases and have placed more responsibility on local managers as part of their engagement with their neighbourhoods. In most serious misconduct cases, for example those which may lead to dismissal, they have reduced the time taken to hold officers to account.

Consultation questions:

7. Locally, what are examples of unnecessary bureaucracy within police forces and how can the service get rid of this?
8. How should forces ensure that information that local people feel is important is made available without creating a burdensome data recording process?
9. What information should HMIC use to support a more proportionate approach to their 'public facing performance role', while reducing burdens and avoiding de-facto targets?
10. How can ACPO change the culture of the police service to move away from compliance with detailed guidance to the use of professional judgement within a clear framework based around outcomes?
11. How can we share knowledge about policing techniques that cut crime without creating endless guidance?

4. A National Framework for Efficient Local Policing

4.1 Criminals do not stop at police force boundaries. The crime and ASB that play out in our communities and affect our businesses are often related to criminality and threats that start in another part of the country, or even another part of the world. So we need to ensure that we have the right resources in the right place to tackle this. For too long Government has tried to control nationally what is best done locally – but it has not done enough to support forces on issues that go beyond their area or to ensure that the right national capabilities are in place.

4.2 Police and Crime Commissioners will be focusing on holding their local police force to account for tackling crime and protecting the public. We need to ensure that local policing and Commissioners are supported by effective national arrangements. These arrangements need to support Commissioners to ensure their budgets are used to deliver the best possible outcomes and ensure that their local communities are kept safe from criminals who may operate across force or national boundaries.

4.3 Forces will need to find new ways of working that get the best possible value from their resources. By collaborating with other forces, they can make savings from back-office and support functions, and protect the public from serious and organised crime more effectively. And there are some things that need to be done just once, nationally.

4.4 This will be achieved by:

- Better **value for money in local policing** – ensuring sufficient officers and staff are available to the public at the times when they are needed most; and through a review of remuneration and conditions of service for police officers and staff.
- Better **collaboration between forces** to save money on back-office and operational support functions, and tackle serious and cross-boundary criminality more effectively.
- Simplifying national arrangements, including creating a **new National Crime Agency** that will lead the fight against organised crime, protect our borders and provide services best delivered at national level.

4.5 In all of this we want to secure the so-called “golden thread” of policing in this country - the connectivity from local, neighbourhood policing through protective services to international policing. Neighbourhood and local policing informs and supports operational activity to protect the public from serious threats, harms and risks. For example street drug dealing might be a neighbourhood policing priority, but it also provides intelligence about organised crime groups involved in drugs importation and supply. In recent years, community information has proven to be crucial in the countering of a number of terrorist plots and in assisting the police and its partner agencies in their investigations.

4.6 We are not going to create a much smaller number of “strategic forces” operating at regional level through compulsory mergers. The Government

has considered and rejected this. Big is not necessarily beautiful or better value for money. British policing at its best is strongly grounded in local communities. The Government does not support the imposition of structural changes on local forces which will be seen by the public as creating vast and distant conglomerations, weakening their capacity to influence and hold to account those who keep them safe. Scarce resources in challenging times need to be focused on strengthening front line policing, not bankrolling controversial mergers with little public or political support. Any such changes would in any case take years to come to fruition, and in the meantime provide huge distraction for police leaders from their central mission of cutting crime and maximising value for money.

4.7 So we are not dramatically altering the force structure. But we are making clear that Chief Constables will be responsible for the totality of policing in their area, working with each other in collaboration and with the National Crime Agency, and held directly to account by the public through Police and Crime Commissioners.

Supporting better value for money in local policing

4.8 In order to maintain the service the public receives, we will make significant cuts to central Government and non-departmental public bodies. But the police will have to bear their fair share of the burden. The whole police service will need to show leadership about how to act professionally in more challenging economic circumstances. We need to make the most of every pound spent on policing to maintain and improve the quality of frontline service that the public receives.

4.9 The public want to know that crime and ASB is being dealt with in their neighbourhoods and that the police will be there for them when they need them.

4.10 Commissioners will be responsible for ensuring value for money at the local level and will want to ensure that their force is maximising all opportunities to drive effectiveness. We have for too long been focused on how many officers there are rather than looking at what they are being asked to do. Chief Officers have a clear role to ensure that the entire police workforce is more available than currently and more productive. Local communities will not accept a situation where only around a tenth of police officers are available on the streets at any one time. The police service will need to focus hard on improving this through better workforce management and organisation, and by looking critically at the roles being undertaken by officers in operational and business support functions and removing them from unnecessary administrative duties and routine tasks where their skills and powers are not properly used.

4.11 We should be using police staff for time-consuming functions previously performed by officers. For example, maintaining databases is not a good use of a sworn officer's time. The job could be done by a specialist more effectively and for considerably less money and will free the officer to spend

more time on frontline policing. Forces could also consider using the private sector to provide certain services.

4.12 Evidence from the 14 forces engaged in the QUEST programme shows that the removal of wasteful elements of processes and resources across all areas of operational policing (including volume crime, neighbourhood policing and the CJS) as well as the back office business support function, can achieve significant productivity improvements and better outcomes for the public.

4.13 Forces will need to have a sophisticated understanding of local demand to ensure resources are deployed flexibly and effectively to match that demand, with shift patterns designed to maximise availability. This will reduce the need for spending on overtime across all areas of policing, which will be vital in reducing costs and maintaining service levels. And by maximising the use of available technology forces will be able to increase the time that officers spend on the streets, while saving taxpayers' money.

4.14 Individual forces can also play a role in reducing costs by encouraging greater involvement of the public and voluntary sector. Chapter 5 sets out how the police, and neighbourhood policing teams in particular, have a role in encouraging volunteering opportunities as police staff or special constables, taking part in joint patrols or in neighbourhood watch schemes which aim to deter crime.

4.15 HMIC will play a key role in highlighting for the public and Police and Crime Commissioners how local forces are making best use of their resources to meet local policing needs. It will produce publicly accessible information reflecting the priorities of the community, and Value for Money Profiles that provide rich comparative data enabling the public, Police and Crime Commissioners and chief officers to make detailed comparisons across force areas. HMIC will conduct Value for Money Inspections. These inspections will consider the value for money achieved by local activity; by the use of nationally provided contracts or services; and by collaborative work. Police and Crime Commissioners will be able to call upon HMIC to inspect their force or aspects of its work if they believe that the Chief Constable is unable to make sufficient progress on value for money.

4.16 We also want to spread information on which policing techniques are the most effective at cutting crime across the CJS. We would welcome your views on which agency is best placed to do this.

Review of remuneration and conditions of service for officers and staff

4.17 Expenditure on the workforce accounts for around 80% of police spending. It is therefore important to look carefully at these arrangements. We want to ensure that the remuneration and conditions of service for those that work in policing can support the delivery of an excellent service and provide the public with value for money. As part of the Coalition Programme, we have launched a full review of remuneration and conditions of service for police officers and staff. We have made clear that the review will cover the

arrangements for both officers and staff because it is important to look at the police workforce in the round. We will publish the terms of reference and membership of the review shortly.

4.18 The review will complement John Hutton's work on the Independent Public Service Pensions Commission, which will undertake a fundamental structural review of public service pension provision, including police officer and staff pensions. The Commission will make recommendations on how public service pensions can be made sustainable and affordable in the long-term, fair to both the workforce and the taxpayer, and ensure that they are consistent with the fiscal challenges ahead. The Commission will produce an interim report in September 2010, considering the case for short-term savings within the Spending Review 2010 period, consistent with the Government's commitment to protect those on low incomes. The Commission will produce a final report in time for Budget 2011.

A new approach to collaboration between forces

4.19 For policing functions that are not specifically local in nature, we need to strengthen the approach to how forces can collaborate together and with other partners in order to deliver these more efficiently and effectively. Police and Crime Commissioners will need to play a key role in making this happen across:

- a range of operational and back office support functions for which it is neither sensible nor affordable to adopt 43 different approaches; and
- frontline policing functions to protect the public from serious and cross boundary 'level 2' criminality⁸ – these acute protective services (for example the investigation of major crimes such as homicides or dealing with organised crime gangs) can be delivered more efficiently and effectively.

4.20 This is not the same as mergers of forces – having police forces that are local, that the public can identify with and are responsive to their needs is an important principle of policing in England and Wales and one that we ought not to change. So, as stated above, we will not impose mergers on forces. We will consider requests for mergers only where they are voluntary, are supported by a robust business case and have community consent. Forces need to be looking at other options of enhanced collaboration as set out in this Chapter.

4.21 There are some areas where the current collaboration arrangements work well, for example around counter terrorism policing where we have regional and national structures which have enhanced the police service's capability. We think there are lessons to be learned here for other areas of policing – specifically our response to organised crime, as recently highlighted

⁸ The National Intelligence Model (NIM) describes criminality as follows: Level 1 (local criminality that can be managed within a Basic Command Unit (BCU)), Level 2 (cross border issues, usually of organised criminals, major incident affecting more than one BCU), Level 3 (Serious crime, terrorism operating at a national or international level). Closing the Gap, HMIC (2005)

by the Metropolitan Police Commissioner. For the most part though, the current collaboration arrangements can be extremely variable in demonstrating improved services or lower costs. In many areas, the governance and accountability arrangements are too weak and decisions over whether or not to collaborate are only reached after protracted debate and negotiation in which self-interest has been allowed to override the greater good.

4.22 Police and Crime Commissioners will cut through this bureaucracy and drive forward the collaborative effort in support of their Chief Officers. We will support them by introducing a strong duty to collaborate that will ensure that forces do this across the widest possible range of policing functions. This will support the police, both to reduce costs and to improve the protection of the public from serious and organised crime. It will enable decisions on collaborative ventures to be reached much more quickly than is currently the case, and will give greater democratic accountability to the delivery of collaborative policing functions. These functions are often less visible to the public, but no less important to their protection from harm locally.

4.23 In driving collaboration activity, we will expect Police and Crime Commissioners to hold their Chief Constables to account for:

- **meeting the professional standards for providing protective services set by ACPO**, including through collaboration, so that there is a minimum level of service on which the public can depend across the country, and sufficient consistency between forces so that, in times of crisis and emergency, they can still come together and operate effectively alongside each other;
- **determining the right group of forces to collaborate with**, taking account of existing collaborative infrastructures (for example those for counter-terrorism and for organised crime), providing greater consistency of approach and greater scale of opportunity;
- **identifying the elements of operational and business support services to collaborate on** in order to protect the public and deliver value for money. We would expect ACPO to provide a professional view on what these functions will be.

4.24 HMIC will assess decisions by individual forces and their Commissioners about where to collaborate with others and on the effectiveness of that collaboration in maintaining or improving services at a lower cost. We would expect HMIC to advise Government on the instances where forces and Commissioners have chosen not to collaborate where there are clear benefits for the wider police service. We will take steps to strengthen the current duty to collaborate in order that the Home Secretary can, when advised and it is in the national interest, direct forces to collaborate.

4.25 Within local areas and where it fits with the collaboration needed between forces, there may be opportunities to team up with other partners to provide some services. Collaboration at the neighbourhood level is already happening in some areas through neighbourhood management/partnership approaches. Local collaboration could have the twin benefits of improving

efficiency and partnership working. The private sector has the potential to play a key role in the provision of back office transactional services such as HR. We will also want to consider what other functions could be delivered through the private sector on behalf of groups of forces – such as custody facilities.

4.26 We will work with the police service to ensure that legislative opportunities are taken as soon as parliamentary time allows to reduce the bureaucracy relating to collaboration - by removing unnecessary regulations if necessary.

Simplifying the national arrangements

4.27 We want to support Police and Crime Commissioners with effective, clear and co-ordinated national arrangements. We want to improve, rationalise and bring coherence to the way things are done on what can be termed national level policing issues – encompassing both operational and operational support functions.

4.28 Our approach will involve ending the practice of procuring things in 43 different ways when it makes no sense to do so either operationally or financially; and introducing much stronger national coordination in respect of some cross-boundary operational policing challenges. We will also establish a new National Crime Agency to improve, in particular, our response to organised crime and enhance the security of our borders. As part of the streamlining of the national landscape, we will phase out the NPIA, reviewing how this is best achieved.

An improved law enforcement response to organised crime

4.29 Organised crime⁹ causes significant harm to the UK and its interests, with social and economic costs to the country estimated at between £20 billion and £40 billion per year. Today's organised criminals are nimble, entrepreneurial and no respecters of local, regional or national boundaries. Some have a global reach. But the effects of their criminality are played out on our streets and in our communities on a daily basis.

4.30 Despite some improvements, and genuine successes against some criminal groups, our law enforcement response has lagged behind this threat. There are assessed to be around 38,000 individuals engaged in organised crime impacting on the UK, involving around 6,000 organised criminal groups. The harsh reality is that law enforcement is impacting on far too few of these criminals.

4.31 We will publish, later this year, a new overarching strategy for tackling organised crime from the very local to trans-national levels, which drives joined-up action by law enforcement and across Government, and raises public and private sector awareness. Ahead of that strategy, but in a move we see as being central to it, we are proposing an important change to the operational law enforcement landscape. We believe that we can have a more

⁹ Organised criminals are defined as “those involved, normally working with others, in continuing serious criminal activities for substantial profit, whether based in the UK or elsewhere”.

rational, better coordinated approach to organised crime than at present, providing a more effective and efficient response, and which can address the perceived lack of clarity and accountability in the current governance arrangements. Learning the lessons from our response to international terrorism, the intention is to link the responsibilities of local Chief Constables, and their Police and Crime Commissioners, with regional policing capabilities – under stronger national coordination and strategic direction.

A National Crime Agency

4.32 We will create a powerful new body of operational crime-fighters in the shape of a National Crime Agency. This should harness and build on the intelligence, analytical and enforcement capabilities of the existing Serious Organised Crime Agency (SOCA) and the Child Exploitation and Online Protection Centre. But the new Agency should better connect these capabilities to those within the police service, HM Revenue and Customs, the UK Border Agency and a range of other criminal justice partners.

4.33 We propose that the National Crime Agency will be led by a senior Chief Constable. It should be responsible for:

- **improving what we know about the threat from organised crime.** Building on existing work, we see the Agency having responsibility for mapping details of the individuals and organised crime groups operating in and against the UK. Its job will be to build a more comprehensive picture of actionable intelligence – the lifeblood of our response to the threat – subject to robust safeguards;
- **providing effective national tasking and coordination** of police assets. We see this as a logical extension of proposals already being developed by the UK’s law enforcement agencies to better coordinate the response to organised crime. In particular, we see the Agency bringing coherence to the activities of the range of what are presently uncoordinated regional policing capabilities.¹⁰ The Agency will depend for its success on the effectiveness of these capabilities, but also on those within local police forces, with local identities, who have the trust and confidence of the local communities they serve. We are clear that our national safety and security begins with having safe and secure neighbourhoods. We see these new tasking and coordination arrangements being subject to an agreed, transparent operational protocol between chief constables and the new Agency;
- **ensuring more law enforcement activity takes place against more organised criminals, at reduced cost.** This means prioritising available resources in a more efficient and effective manner: targeting the most serious criminals for hard-edged enforcement but ensuring more lawful interventions take place to disrupt the activities of a much larger number of other criminals involved in organised crime groups – along the lines of the High Volume Operating Model devised by SOCA;
- **strengthening our border policing arrangements**, to enhance our national security, improve immigration controls and improve our response

¹⁰ Made up of Regional Asset Recovery Teams; Regional Intelligence Units; and Regional Organised Crime Units.

to organised crime – most forms of which involve commodities, assets or people crossing the UK border at some point, in many cases illegally.

4.34 We envisage the new Agency being made up of a number of operational ‘commands’ under the leadership of the Chief Constable in charge – comprising, for example, an organised crime command; a border policing command; and (potentially) an operational support command. As explored below, there may also be other national issues for which responsibility could logically sit with the new Agency.

4.35 There will need to be clear, revised robust governance and accountability arrangements for the new National Crime Agency, recognising its intelligence-led operational focus. These will need to be more public facing than existing arrangements and must link to the important role which Police and Crime Commissioners will play in relation to individual police forces and collaborative ventures. We envisage, for example, Commissioners being under a duty to collaborate, not just with each other, but also with other bodies such as the new Agency. We recognise that it will be important for the public to have a clear line of sight in terms of the accountability of the new Agency, including its progress in achieving specific outcomes.

4.36 The establishment of a National Crime Agency and collaborative approaches would align with the work being led by ACPO to improve what is referred to as the ‘interoperability’ of the police service. In essence, this is about ensuring that different police units and personnel can work together seamlessly when required (such as in response to a terrorist incident; organised crime investigation; or large scale public event). For some distinct aspects of policing, this requires, for example, common standards of professional practice and equipment; compatible communications systems; and clarity about who is in charge of what.

4.37 Our starting proposition is that the focus of the new National Crime Agency should be on improving the operational response to organised crime and improving the security of our borders, since we judge these areas to be the most pressing in public protection terms.

4.38 But there are other cross-boundary crime challenges in which the new Agency might play an important role. For example, the Government has set out a commitment to strengthen the work of tackling serious economic crime, and we will consider how this would relate to a National Crime Agency. This will depend on the outcome of work on how to tackle economic crime. We will consider any possible implications for counter terrorist policing in due course and after full consultation. Counter terrorist policing already has effective national structures.

4.39 A large number of ‘national’ policing units have also emerged, over time, with a variety of responsibilities. The overall picture is now confusing and cluttered. And the public accountability for the activities of some of these units is, at best, opaque. Some of these national units reside in individual forces (such as the Police Central e-Crime Unit within the Metropolitan Police

Service). But a number of others come under the banner of ACPO – such as the Police National Information and Coordination Centre (PNICC), which is responsible for coordinating, when necessary, the national mobilisation of police resources. As ACPO repositions itself in a re-balanced tripartite, it may be that responsibility for some of the functions presently being carried out by these national units could be brought under the ambit of the National Crime Agency.

4.40 It is possible that – as we review the NPIA’s functions - some of them could also come under the ambit of the National Crime Agency, through establishing a distinct support command. But we would want to ensure that this did not detract from the new Agency’s operational focus. Over time, further additional responsibilities could be added.

4.41 The Strategic Defence and Security Review is currently considering organised crime within the context of the overall national security prioritisation process. The proposals outlined above will be developed in line with the Strategic Defence and Security Review and its consideration by the National Security Council consideration.

Strengthening our borders

4.42 The Coalition Programme for Government includes a commitment to establish a Border Police Force to enhance national security, improve immigration controls and crack down on the trafficking of people, wildlife, weapons and drugs. Currently, there are too many agencies working disjointedly on border controls and security which has led to gaps in process and communications, different lines of reporting and accountability, and no streamlined process, oversight or strategy about how goods and people move through checks and controls.

4.43 We propose that the Chief Constable who leads the National Crime Agency should be responsible for a Border Police Command. This new Command will work to a national strategy, including an assessment of risk and priorities and a programme of multi-agency operational activity. As part of these arrangements the new Command will have responsibility for co-ordinating and tasking those border enforcement operational staff who together will form the new Border Police capability. Legislative requirements will be taken as soon as parliamentary time allows. Steps to introduce the new arrangements on an incremental basis will commence immediately.

The National Policing Improvement Agency

4.44 The NPIA has done much to bring about welcome changes to policing. In particular it has acted as a catalyst for identifying areas for efficiency gains within forces, encouraging greater collaboration and identifying where economies of scale can be realised through national procurement frameworks. It has succeeded in the first stage of rationalising a number of different agencies responsible for supporting police forces. But now is the right time to phase out the NPIA, reviewing its role and how this translates into a streamlined national landscape.

4.45 We will look at what aspects of the NPIA's functions are still needed and if so, how they might best be delivered in a new landscape, including alternative funding models. Some of its support functions are clearly critical to successful policing such as the provision of essential national police infrastructure, like central databases. We will look at options for how the NPIA's critical national infrastructure and value for money support functions are best taken forward. There might be an enhanced role for the Home Office in terms of the latter functions. Responsibility for the former could move to a distinct support command within the new National Crime Agency – provided that it did not detract from its operational focus.

4.46 We will work with the NPIA, wider police service and other partners and reach decisions about which of its functions should be delivered where, by the autumn this year. We envisage the NPIA being fully phased out by spring 2012.

4.47 We will seek to make the legislative changes to enable the creation of the new National Crime Agency as soon as parliamentary time allows. In doing so, we will work with the devolved administrations to establish the appropriate jurisdiction for the Agency. Our ambition is for the Agency to come fully into being by 2013, with key elements of its functions being operational before then as part of a transitional period.

Driving a new national approach where it is needed

4.48 As well as rationalising and strengthening some of our existing national assets through the establishment of the National Crime Agency, we need to develop new national approaches in a small number of instances where it is in the national interest to do so. This is not about fettering the judgement of Police and Crime Commissioners and Chief Constables locally in how they allocate resources to tackle local priorities – but instead about supporting them to get the best value for every pound spent.

4.49 The Government will therefore specify the contractual arrangements to be used by the police service to procure equipment and other goods and services. In many cases these will be arrangements put in place by central government, local government or other public bodies. In some cases where there is a need specific to the police service, where it will often be important to ensure the capability for inter-operability between forces, or no suitable contractual arrangements exist, new ones will be put in place.

4.50 A national approach is under way (the Information Systems Improvement Strategy) to ensure that the IT systems in all 43 forces can come together and 'talk to each other', that there are national arrangements for buying hardware and software and that there is a rationalised approach to IT support staff.

4.51 We will legislate at an early opportunity to ensure a coherent basis for the Home Secretary to specify procurement arrangements to be used by the police service, and to drive the convergence of IT systems. In the meantime, in order to ensure that savings are made as soon as possible, we will take

forward proposals for regulations under existing legislation to specify certain contractual arrangements to be used by the Police Service. We are publishing a more detailed consultation alongside this one on the regulations for the mandation of goods and services.

4.52 In addition some policing functions can most sensibly be organised nationally. For example the police service is working to put in place a National Police Air Service. We will consider the case for further nationally organised services taking into account business planning being led by the police service.

The Association of Chief Police Officers

4.53 We want to professionalise the police at all levels. ACPO needs to play its role in this by repositioning itself as the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities. ACPO's focus on professional standards means they should also play a leading role in leadership development, including some training programmes, while ensuring effective support and challenge from other providers. ACPO will continue to play a key role in advising Government, Police and Crime Commissioners and the Police Service on strategy, best practice and operational matters. Strategic policy will be set locally by Police and Crime Commissioners and nationally by the Government.

4.54 We will expect ACPO to play a leading role in ensuring that Chief Constables drive value for money, and have the capability to drive out costs in their forces. We will revoke the previous Government's planned creation of a Police Senior Appointments Panel.

4.55 ACPO itself recognises the need to increase its accountability for what it does and for the public funding it receives. It will need to have a governance structure which makes it accountable to those who fund it and have an elected mandate – both directly and indirectly – for policing; in short, the rebalanced Tripartite which will, in future, include a key role for Police and Crime Commissioners. We are working with ACPO to agree the most appropriate structure for achieving this, with accountability and transparency the key conditions.

Consultation questions:

12. What policing functions should be delivered between forces acting collaboratively?
13. What are the principal obstacles to collaboration between forces or with other partners and how they can they be addressed?
14. Are there functions which need greater national co-ordination or which would make sense to organise and run nationally (while still being delivered locally)?

15. How can the police service take advantage of private sector expertise to improve value for money, for example in operational support, or back office functions shared between several forces, or with other public sector providers?
16. Alongside its focus on organised crime and border security, what functions might a new National Crime Agency deliver on behalf of police forces, and how should it be held to account?
17. What arrangements should be in place in future to ensure that there is a sufficient pool of chief officers available, in particular for the most challenging leadership roles in the police service? Is there a role for other providers to provide training?
18. How can we rapidly increase the capability within the police service to become more business-like, with police leaders taking on a more prominent role to help drive necessary cultural change in delivering sustainable business process improvement?

Chapter 5. Tackling crime together

5.1 Replacing bureaucratic accountability with democratic accountability and strengthening national arrangements will help the police to cut crime. But it is not just the police who cut crime. The whole criminal justice system (CJS) needs to work together effectively to reduce crime – bringing offenders to justice, ensuring fair and proportionate justice, supporting victims and witnesses and preventing offending and re-offending. Even more than this it is not just the state that can cut crime. The role of the public has been clear since Sir Robert Peel stated ‘the police are the public and the public are the police’. Individuals and neighbourhoods with active citizens can help prevent crime and ASB and help the police to keep their area safe. But for too long Government has tried to impose services on communities, stifling local action and activism.

5.2 Public cooperation – not just passive consent - is essential for the police to do their job. We want to restore confidence in policing so more people get involved. More people providing information, ready to act as witnesses and confident that they will be supported when they stand up against ASB will help police cut crime.

5.3 Over the coming years we will have forged a partnership between people and police - on the one hand freeing up the police from the bureaucracy and targets that choke real localism, and on the other hand providing the incentives, training and encouragement for people from all walks of life to help to police their own communities. In partnership with criminal justice partners, we will have implemented radical reforms across the criminal justice system which - as with policing – will be focused more on the needs of local communities rather than on Whitehall. We will enable organisations to work together on rehabilitation to cut re-offending rather than being pulled apart by conflicting national targets and initiatives. We will have helped partners to work together with a focus on outcomes not processes. These reforms will have rebuilt public confidence in the criminal justice system, with people more able and willing to play an active role themselves as part of a Big Society.

5.4 We will achieve this by:

- enabling and encouraging people to get involved and mobilising neighbourhood activists;
- developing and implementing a radical CJS reform strategy;
- stripping away unnecessary prescription and bureaucracy in the partnership landscape.

Enabling and encouraging people to get involved and mobilising neighbourhood activists

5.5 A key part of these reforms is increasing community involvement and promoting greater individual responsibility for keeping neighbourhoods safe. Many of the services which will be involved in developing this new approach are devolved. We will need to work closely with the Welsh Assembly Government to see how our plans and theirs can come together.

5.6 Our focus will be on empowering individuals and communities not simply to be able to hold agencies to account, but also to underline that crime prevention is a shared responsibility. Solutions to local problems are often best found within communities, and drawing back the state will allow neighbourhood activists and groups to come forward and play their full role. We will provide greater opportunities for community activism and involvement through:

- Giving communities more power;
- Encouraging people to take an active role in their communities;
- Transferring power from central to local government;
- Supporting co-ops, mutuals and social enterprises; and
- Publishing Government data.

5.7 Doing these things, focusing more on what local people say they want rather than what Whitehall decides, will increase people's confidence in the criminal justice system. And this in turn is important if more people are to get involved and to support positive social norms in their communities. People need to trust the police and have confidence that action will be taken by the courts if they are going to play their part and report crime or give evidence. People need to feel safe in their streets and know that the police, housing associations and local councils will be there for them, if they are to come together as communities to solve problems such as youth crime or ASB.

5.8 Neighbourhoods are the key building block for the Big Society; they are where people engage and where frontline services are delivered. Neighbourhood policing teams have a crucial role to play in mobilising community involvement. Through being available, asking people what their concerns are, resolving them and telling people what they have done, neighbourhood policing has been important in increasing the confidence of their communities. And by being dedicated to neighbourhoods, officers and PCSOs can build the trust of communities so they can come forward and help the police detect and enforce crimes, often very serious ones.

5.9 We will promote the range of ways that citizens can get involved in keeping their neighbourhoods safe and encourage them to do so. A key step will be making it easier to access the police and report crime and ASB. We will look for a cost effective way of establishing the number '101' as a single national police non-emergency number for reporting crime and ASB. Over time, this would enable local partners to join up with the police to provide even more streamlined access and efficient services for the public according to local needs and local priorities.

5.10 Across the country, we want to support more active citizens: taking part in joint patrols with the police, looking out for their neighbours and passing on safety tips as part of Neighbourhood Watch groups or as Community Crime Fighters. More people will be advising the police as members of youth independent advisory groups, coming together as communities to sign neighbourhood agreements which set out the local commitments of services and communities to tackle crime and ASB, having more of a say in how money is spent (participatory budgeting) and in how offenders make amends

(community restorative justice). And people are volunteering more formally across the whole criminal justice and community safety spectrum – as special constables, magistrates, police cadets and victim support volunteers to name but a few.

5.11 By volunteering their free time, special constables and other police volunteers provide a tangible way for citizens to make a difference in their communities. They have a long history within the police. The number peaked at over 67,000 in the 1950s, but fell to around 24,000 in 1974 and 11,000 in 2004, although it has climbed to 15,000 today.

5.12 We want to see more special constables and explore new ideas to help unlock the potential of police volunteers in the workforce, for example as police ‘reservists’. They are a clear manifestation of the Big Society in action, demonstrating the role which individuals and communities have in helping to fight and prevent crime. As well as adding resilience, greater involvement of specials and volunteers will help open up the police service to a more diverse group of people with different skills and life experience.

5.13 We also want to support organisations that can and do make a difference to communities and not just rely on Government as the sole provider. We will work with the Office for Civil Society (in England) to develop a way forward with the voluntary and community sector, including mutuals, co-operatives, charities and social enterprises. We will encourage English forces to sign up to local compacts between themselves and the voluntary sector, which set out some key principles about how they work with each other.

5.14 Later this year, we will publish a new crime strategy, which will set out in greater detail how the approach to preventing and reducing crime will be reshaped in the Big Society.

Developing and implementing a radical CJS reform strategy

5.15 The Government is committed to devolving responsibility across the criminal justice partners as a whole. The CJS is currently too remote from communities, lacks transparency, and is not accountable to the public or sufficiently focused on the needs of victims. There is also work needed across the system to reduce waste and free professionals from central guidance and targets so they can focus on cutting crime and rebuilding confidence in the system. We will provide incentives, paying by results and ensuring that value for money and an understanding of the best evidence available underpins everything we do. This will include:

- A new approach to cutting crime, including a new approach to youth crime, tackling ASB – including more active citizenship and voluntary sector involvement - and effectively addressing the link between drugs, alcohol and crime;
- Police reform, as set out in this document, moving from bureaucratic to democratic accountability and passing power and judgement to the local level;

- Sentencing reform to ensure that it is effective in deterring crime, protecting the public, punishing offenders and particularly cutting re-offending;
- Developing a new approach to the rehabilitation of offenders, so that the public are protected, victims receive restitution and offenders are punished whilst being given the opportunity to turn their lives around. We want to create the right incentives for agencies to rehabilitate offenders and stimulate innovation by opening up the market to the private and not-for-profit sectors. Our vision is that all sentences, whether in prison or in the community, should not only punish, but also involve education, hard work and change, so that offenders can integrate into their communities more effectively than when they entered the criminal justice system;
- Reviewing the prison estate's contribution to rehabilitation and reducing reoffending and developing a sustainable and cost effective prison capacity strategy as part of the Spending Review.

5.16 Working closely with criminal justice agencies, we will ensure that the system is more coherent, accessible and transparent to the public. The CJS must reinforce responsibility and ensure that offending always has consequences that are visible to the law-abiding majority.

5.17 This cannot go on being a system where half of the police, the first (and often the only) representatives of the system most people will encounter, say they would speak critically of it. It needs to be a system in which communities and professionals alike take pride, where we are united with a common cause and shared values. We need to make sure we are making the most out of everyone who can help cut crime; with partners across the criminal justice and community safety world working together to focus on local communities and with those local communities playing an important role themselves.

Removing unnecessary central prescription around local partnerships

5.18 The police have a long history of partnership working. A range of statutory and non-statutory partnerships covering community safety and criminal justice which involve the police have developed over the last 13 years. These operate at different geographical levels but have some overlap in roles and remits, causing confusion about respective roles and bureaucracy that restricts their ability to work together effectively.

5.19 Effective partnership working will be particularly important as agencies work to offer a better service within tightening resources. The criminal justice system will be more effective if those that work within it are free to develop their own structures which will enable them to respond to different local circumstances, expectations and priorities.

5.20 CSPs and other local partnerships have played a strong role in preventing crime, and we want them to continue to do so. But we intend to free local partners up as much as possible. We do not intend to simply re-draw the landscape in a different, yet still prescriptive way, but we will make the most of what works well, and leave as much local freedom as possible.

Local people should have more say over the way that services are provided. We want local solutions to local problems. We will strip away unnecessary prescription and bureaucracy by repealing some of the regulations for CSPs, whilst retaining the helpful core statutory duty on those key partners to work together. We want your views on how best to achieve this. The Government has already stripped away the myriad of targets on Local Criminal Justice Boards thereby allowing them to focus on local issues.

5.21 Whilst policing and crime are non-devolved matters, many of the factors that can influence levels of offending and criminality – health, substance misuse, education and housing – are matters for which responsibility in Wales is devolved to the Welsh Assembly Government. In addition, three of the six CSP statutory partners – Local Authorities, Local Health Boards and Fire and Rescue – are devolved in Wales. We will work closely with the Welsh Assembly Government and partners in Wales to free partners from bureaucracy and enable locally determined partnership arrangements.

Consultations questions:

19. What more can the Government do to support the public to take a more active role in keeping neighbourhoods safe?
20. How can the Government encourage more people to volunteer (including as special constables) and provide necessary incentives to encourage them to stay?
21. What more can central Government do to make the criminal justice system more efficient?
22. What prescriptions from Government get in the way of effective local partnership working?
23. What else needs to be done to simplify and improve community safety and criminal justice work locally?

Table 1: New roles for key individuals and organisations

<p>Police and Crime Commissioners</p>	<p>Will be powerful representatives of the public in policing with a clear mandate. They will represent and engage with the public, set local policing priorities, agree a local strategic plan, hold the Chief Constable to account set the force budget and precept, appoint the Chief Constable and where necessary dismiss the Chief Constable.</p>
<p>Police and Crime Panels</p>	<p>Will, ensure there is a robust overview role at force level and that decisions of the Police and Crime Commissioners are tested on behalf of the public on a regular basis. They will be made up of locally elected councillors from constituent wards and independent and lay members who will bring additional skills, experience and diversity to the discussions</p> <p>They will hold confirmation hearings for the post of Chief Constable and be able to hold confirmation hearings for other appointments made by the Commissioner to his staff, but without having the power of veto. However, they will have a power to trigger a referendum on the policing precept recommended by the Commissioner.</p>
<p>Community Safety Partnerships (CSPs)</p>	<p>These partnerships bring together the various agencies with responsibility for community safety. By repealing some of the regulations for CSPs, and leaving the helpful core statutory duty on those key partners to work together, CSPs will have the flexibility to decide how best to deliver for their communities. We are considering creating enabling powers to bring together CSPs at the force level to deal with force wide community safety issues and giving Commissioners a role in commissioning community safety work. In Wales, we will work with the Welsh Assembly Government to agree what changes are needed.</p>
<p>Association of Chief Police Officers (ACPO)</p>	<p>Will become the national organisation responsible for providing the professional leadership for the police service, by taking the lead role on setting standards and sharing best practice across the range of police activities. It will also play a leading role in ensuring that Chief Constables drive value for money. It will be expected to show strong leadership in promoting and supporting the greater use of professional judgement by police officers and staff. It will have a governance structure which will include a key role for Police and Crime Commissioners.</p>
<p>National Crime Agency</p>	<p>Will lead the fight against organised crime and the protection of our borders. It will harness and exploit the intelligence, analytical and enforcement capabilities of the existing Serious Organised Crime Agency (SOCA), but better connect these capabilities to those within the police service, HM Revenue and Customs, the UK Border Agency and a range of other criminal justice partners.</p> <p>The Agency will be led by a senior Chief Constable and encompass a number of 'commands', including:</p> <ul style="list-style-type: none"> • Organised crime - responsible for improving what we know

	<p>about the threat from organised crime; providing effective national tasking and coordination; and ensuring more law enforcement activity takes place against more organised criminals at reduced cost.</p> <ul style="list-style-type: none"> • Border Policing – responsible for coordinating and tasking border enforcement operational staff, working to a national strategy, including an assessment of risks and priorities <p>The Agency may also take responsibility for other national policing functions, including some of those presently carried out by the National Policing Improvement Agency, which will be phased out.</p> <p>The Agency will be subject to robust governance arrangements, which will link to the role played by Police and Crime Commissioners.</p>
<p>Her Majesty's Inspectorate of Constabulary (HMIC)</p>	<p>Will be a strong independent Inspectorate, which through light touch inspection regimes will provide the public with objective and robust information on policing outcomes and value for money locally to help them make informed judgements on how well Police and Crime Commissioners and their forces are performing. They will advise the Home Secretary where it is in the national interest to direct forces to collaborate.</p>
<p>Independent Police Complaints Commission (IPCC)</p>	<p>Will investigate complaints about the misconduct of Commissioners and be able to trigger recall. Will support the police to learn lessons and deliver a better service to the public.</p>

Diagram 1: What the policing landscape looks like now

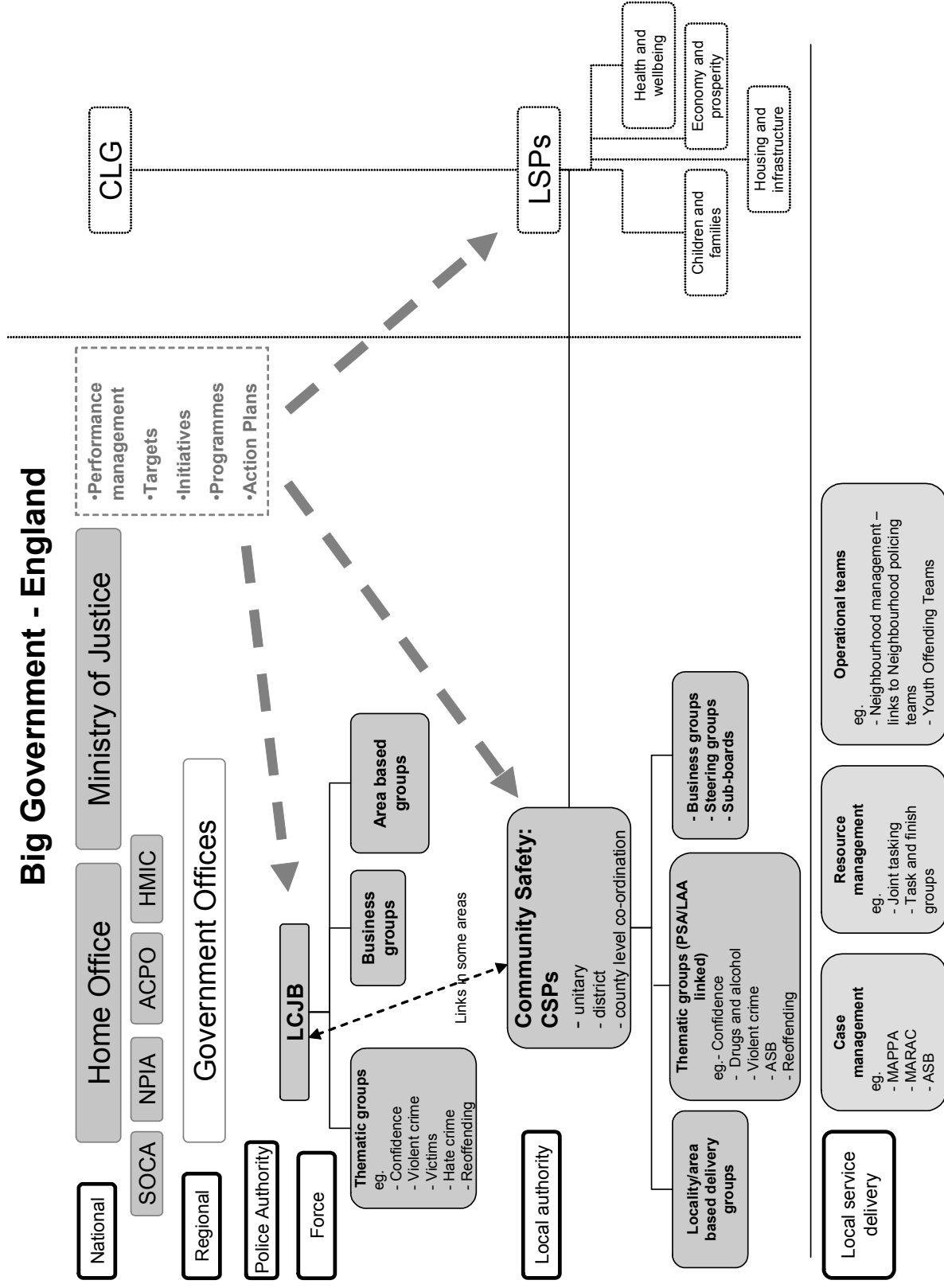
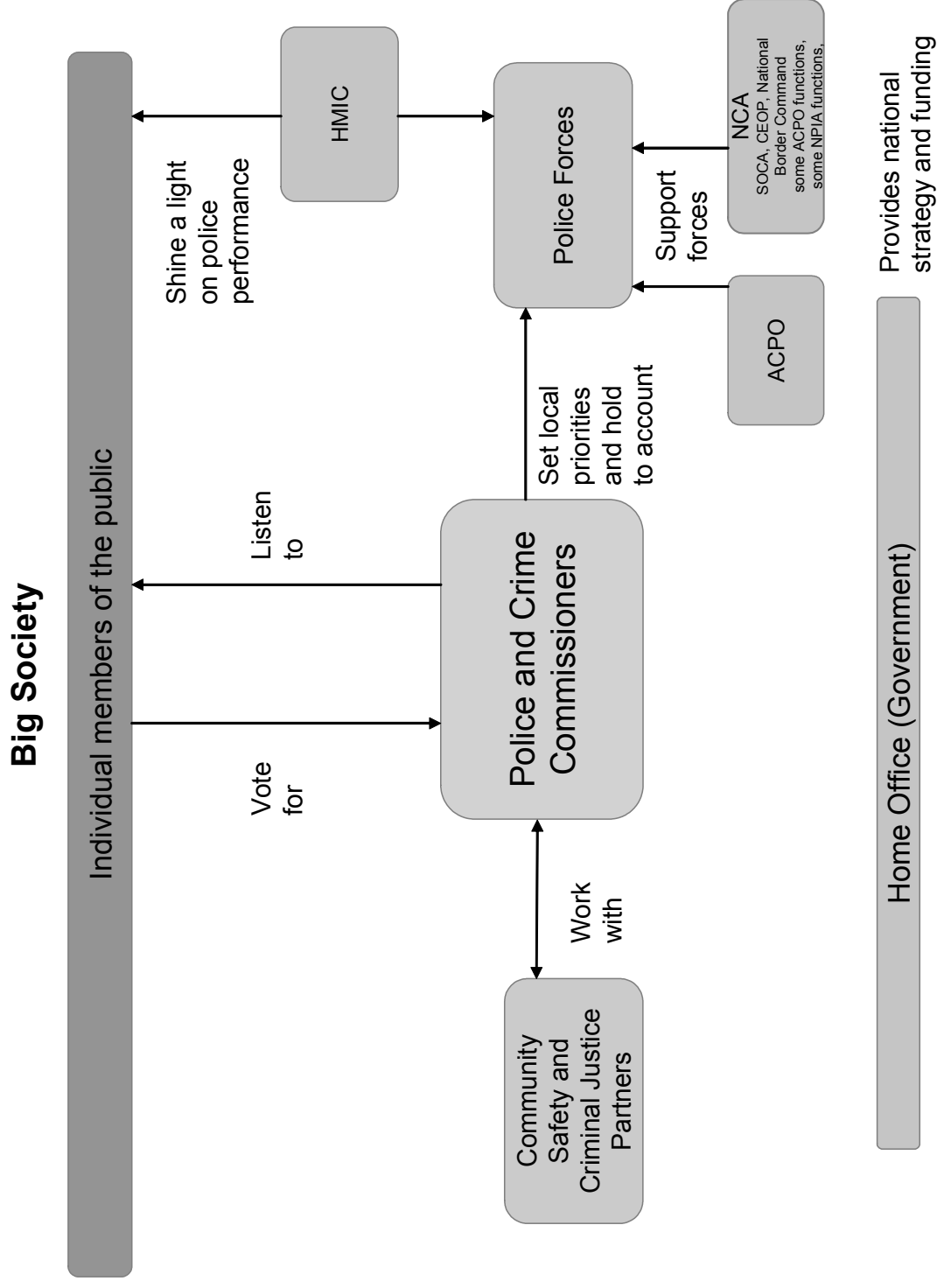


Diagram 2: What the policing landscape will look like in the future



Consultation text

Scope of the consultation

- Topic of this consultation:** This document sets the Government's vision for policing; how it will cut crime and protect the public, be more directly accountable to the public, offer value for money – all through greater collaboration, the introduction of Police and Crime Commissioners, less Government intervention and bureaucracy and more professional responsibility and judgement and a new policing and partnership landscape.
- Scope of this consultation:** The elements of this consultation can broadly be divided into two parts. The first are specific commitments already made in the Coalition Agreement where the Government is not consulting on whether they should happen, but how best they can be implemented. The second are broader areas where the Government is asking for views on whether and how to achieve its aims. Where possible this consultation follows the Code of Practice on Consultation.
- Geographical scope:** Policy on policing and criminal justice partners covers both England and Wales. Other important partners in preventing crime, such as local authorities, health and education, are devolved in Wales. We will work with the other devolved administrations to establish the appropriate jurisdiction for the National Crime Agency.
- Impact assessment (IA):** To assist us in complying with the Coalition Government's regulation requirements this document is intended to stimulate discussion and elicit views both from those likely to be affected and any interested stakeholders. Any legislative provisions brought forward following this consultation will be accompanied by a fully developed and robust Impact Assessment measuring the impact on the public, private and third sectors.

Basic Information

- To:** We would like to hear from anyone who has an interest in policing and community safety.
- Duration:** The consultation starts on 26 July 2010 and ends on 20 September 2010 (8 weeks).
- Enquiries:** Home Office
Police and Crime Communications
6th Floor, Fry Building
2 Marsham Street
London
SW1P 4DF
CPGcommunications@Homeoffice.gsi.gov.uk.

**How to respond:
Additional ways to become involved:**

You can respond online at:

<http://www.homeoffice.gov.uk/policingconsultation>

This will be an online consultation exercise. A PDF consultation document will also be available to download online.

Please contact the Home Office (as above) if you require information in any other format, such as Braille, large font or audio.

After the consultation:

The first step is for the consultation responses that are relevant to the legislation in the Police Reform and Social Responsibility Bill to be considered before the Bill's introduction in autumn 2010. The second step is that the responses to the wider elements of consultation will be summarised, and considered as part of further policy development.

Responses: Confidentiality and Disclaimer

The information you send us may be passed to colleagues within the Home Office, the Government or related agencies.

Information provided in response to this consultation, including personal information, may be subject to publication or disclosure in accordance with the access to information regimes (these are primarily the Freedom of Information Act 2000 [FOIA], the Data Protection Act 1998 [DPA] and the Environmental Information Regulations 2004).

If you want other information that you provide to be treated as confidential, please be aware that, under the FOIA, there is a statutory Code of Practice with which public authorities must comply and which deals, amongst other things, with obligations of confidence.

In view of this it would be helpful if you could explain to us why you regard the information you have provided as confidential. If we receive a request for disclosure of the information we will take full account of your explanation, but we cannot give an assurance that confidentiality can be maintained in all circumstances. An automatic confidentiality disclaimer generated by your IT system will not, of itself, be regarded as binding on the Department.

The Department will process your personal data in accordance with the DPA and in the majority of circumstances this will mean that your personal data will not be disclosed to third parties.

Alternative formats

We will both offer, and provide on request, these formats under the Disability Act.

Consultation criteria

Where possible the Consultation follows the Code of Practice on Consultation – the criteria for which are set out below.

Criterion 1 – When to consult – Formal consultation should take place at a stage when there is scope to influence the policy outcome.

Criterion 2 – Duration of consultation exercises – Consultations should normally last for at least 12 weeks with consideration given to longer timescales where feasible and sensible.

Criterion 3 – Clarity of scope and impact – Consultation documents should be clear about the consultation process, what is being proposed, the scope to influence and the expected costs and benefits of the proposals.

Criterion 4 – Accessibility of consultation exercises – Consultation exercises should be designed to be accessible to, and clearly targeted at, those people the exercise is intended to reach.

Criterion 5 – The burden of consultation – Keeping the burden of consultation to a minimum is essential if consultations are to be effective and if consultees’ buy-in to the process is to be obtained.

Criterion 6 – Responsiveness of consultation exercises – Consultation responses should be analysed carefully and clear feedback should be provided to participants following the consultation.

Criterion 7 – Capacity to consult – Officials running consultations should seek guidance in how to run an effective consultation exercise and share what they have learned from the experience.

The full Code of Practice on Consultation is available at:

<http://www.berr.gov.uk/whatwedo/bre/consultation-guidance/page44420.html>

Consultation Co-ordinator

If you have a complaint or comment about the Home Office’s approach to consultation, you should contact the Home Office Consultation Co-ordinator, Nigel Lawrence. Please DO NOT send your response to this consultation to Nigel Lawrence. The Co-ordinator works to promote best practice standards set by the Code of Practice, advises policy teams on how to conduct consultations and investigates complaints made against the Home Office. He does not process your response to this consultation.

The Co-ordinator can be emailed at: Nigel.Lawrence@homeoffice.gsi.gov.uk or alternatively write to him at:

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NORTH YORKSHIRE POLICE AUTHORITY**WHITE PAPER – POLICING IN THE 21ST CENTURY - CONSULTATION RESPONSE**Home Secretary

North Yorkshire Police Authority is grateful for the opportunity to respond to your July 26 2010 consultation paper.

The Government's police reform programme contains much which the Police Authority would support. In terms of the outcomes set out in the consultation paper, there is hardly one element with which the Authority would disagree. Indeed, the Authority has been working hard over recent years – with some success – on precisely those issues. We are fully sighted on our shared priority challenge to reduce significantly the cost base of policing whilst maintaining the service we give to our communities.

We also believe that, in terms of governance and accountability in policing, the current police authority model is deserving of reform. We absolutely agree that the tripartite structure of policing needs readdressing, so as to ensure that operational policing, at whatever level it is delivered, is effectively held to account.

Perhaps surprisingly, we accept entirely the Government's legitimacy to seek to put in place the directly elected model of Policing and Crime Commissioner. Based on our experience of trying to operate the current system – which has its flaws and is in need of reform – the PCFC model is not the one which NYPA would have chosen but we absolutely recognise the right of the Government to do so and your determination to do so.

So, NYPA does not intend to seek to oppose the Government's PCC proposal, nor do we seek to put forward alternative models. Instead, we seek to do precisely what you have asked us to do in your consultation paper, namely to give you our views on how that proposal, and other key proposals in the White Paper, can be implemented successfully.

NYPA is not interested in self-preservation. The Authority accepted years ago that the current model is flawed. For some years it has been changing its internal arrangements to try and make the system work to best effect and has been consistent in its advice to Government over how the system needs to change. NYPA's only interest now is to seek to ensure that police governance and accountability is improved and enhanced by your reform proposals.

To reiterate, NYPA considers that the proposals contain significant opportunities for improvement which are identified in our attached risk assessment as positive risks. However, we also consider that the proposals – particularly the PCC proposal - contain significant and serious negative risks to efficiency and effectiveness of policing and of governance particularly which, if not mitigated, potentially prejudices the achievement of the Government's desired outcomes.

We set out in the attached paper our assessment of the risks – positive and negative. We genuinely would like to work closely with you and your colleagues in the Home Office and other Government Departments in mitigating the negative risks so as to enhance governance within policing, rather than diminishing it.

Jane Kenyon

Chairman, North Yorkshire Police Authority

WHITE PAPER - 'POLICING IN THE 21ST CENTURY'

RISK ANALYSIS OF KEY PROPOSALS

Key proposal	Positive risk	Negative risk
<p>The introduction of directly elected Policing and Crime Commissioners (PCCs) to replace Police Authorities.</p>	<p>Will overcome the democratic deficit which has been a weakness of the current model of governance. NYPA thinks that the weakness is more one of perception than reality but nevertheless accepts that it is hard to argue that current police authorities have a direct democratic legitimacy.</p>	<p>A strength of the current model is that it has 'designed out' the risk of party political infighting. Generally speaking, police authorities – due to their mix of politically balanced councillors and independent members – act apolitically in respect of their responsibilities and relationships with Chief Officers.</p>
	<p>There is evidence (IPSOS MORI research for the APA) that the public like the idea of a single point of accountability, in terms of potential for higher visibility and focus of responsibility – so long as they have the right set of powers available.</p>	<p>The public, on the other hand, would not wish to see too much power residing in the hands of one individual. Therefore striking equilibrium in the balance of power within the tripartite is even more important to achieve under the PCC model. Critical to this is the powers residing with the Panels to be established to hold the PCC to account.</p>
		<p>Whilst the White Paper is clear that the PCC would have some important statutory duties, there is very little detail of what powers would be available to assist the Commissioner in fulfilling those duties. The current tripartite system is currently a delicate balance of powers between the Authority and the Chief Officer, with the Authority having overall responsibility for efficiency and effectiveness of the policing service. Even with these powers and duties, Police Authorities have clearly failed, in the eye of the Government, to deliver, in the face of a very large and well resourced Chief Officer power base. At the very least, in NYPA's view, the Commissioners should have all the current powers of Police Authorities. Any transfer of power from the governance body, to the operational body, would seriously weaken the ability of the Commissioner to influence the service on behalf of local people.</p>
		<p>There will be a real challenge to one individual achieving high levels of visibility and accessibility across very large (population numbers and geographically) constituencies, unless significant</p>

		resource is deployed in staffing or on supporting appointments, such as Assistant Commissioners, etc.
	A PCC with a clear democratic mandate to deliver will possess significant 'power' which would be unwise for a Chief Constable to ignore. However, a significant risk to the PCC remains in cases where a Chief Officer <u>did</u> choose to ignore the PCC's mandate and so some sort of direction power might need to be considered, as a last resort.	There is public scepticism that the PCC should be an elected politician. Furthermore, there is a significant risk of a very small turn-out at the election – with a consequent risk for credibility of the PCC's mandate.
		<p>There is a risk surrounding the credibility and qualifications of the PCC to exercise this kind of responsibility. Whilst of course, in a democratic society, one must, to an extent, trust the electorate to distinguish who they wish to fulfil these responsibilities on their behalf, the Government might wish to restrict eligibility in 2 distinct areas</p> <ul style="list-style-type: none"> • Former senior police officers – which might present conflicts of interest and serious organisational and operational leadership conflicts. • People who have, or have had, criminal convictions. Even those persons who, under the Rehabilitation of Offenders provisions, have 'spent' convictions <u>will</u> present significant credibility difficulties within the police service.
		<p>Significant risk of the PCC focussing purely on the local level of policing due to this being the level which the public is interested in. However, as collaboration between forces and organisations develops and as national proscription increases, the PCC will need to <u>be required</u> to exercise governance and accountability – and responsibility for strategic decision making - at a number of different levels. The reforms will need to generate a 'golden thread' of accountability of governance and accountability at the same points of decision making as the 'golden thread' of policing.</p> <p>The new arrangements might distance the governance body from some hard to reach groups within communities which current representative arrangements address to some degree. Addressing</p>

		the democratic deficit might generate a representative deficit.
		<p>The ethical environment for PCCs will need to be looked at in some depth in terms of</p> <ul style="list-style-type: none"> • Misconduct by the Commissioners themselves – NYPA is not convinced that the IPCC is the correct body to look into allegations of misconduct against elected individuals. • The risk of Commissioners becoming too close to the Chief Officer, with resulting potential lack of adequate oversight and transparency.
		Risk of creating political tensions/conflict between PCCs, the Panel of Elected Councillors and other partner agencies, especially local authorities.
		Lack of resilience for the office of PCC if powers reside with one individual. Need to have provision in place for duties to fall to other individuals or statutory officers, should the PCC be incapacitated.
		Whilst accepting that PCCs will be held to account for their decisions on what support teams are appropriate, there is a risk that their support needs, and those of the Oversight panels, will result – over time - in burgeoning bureaucracy.
		The cost of elections (especially under a preferred vote system) would be an additional call on existing, minimal, levels of resourcing, as would the inevitable (albeit one-off) transitional costs of implementing the proposal and subsequent decisions of PCCs to change senior staff.
The creation of a National Crime Agency to bring together some of the existing national operational structures.	A welcome opportunity to ensure greater co-ordination and consolidation of a number of disparate and unconnected national work streams leading to greater efficiency and effectiveness if properly led and controlled.	Given the resources allocated to this body, and the national importance of the work, the NCA will need an effective governance and accountability mechanism alongside it.
		Risk that the NCA will become the ‘superior’ partner in policing, subjugating local forces to a lower tier in political importance. This risk is significant in terms of careers/best people/leadership and national resource allocation decisions.
		Risk that, unless controlled, this level could become an enormous

		<p>sponge, sucking resources from local policing services, rather than empowering them.</p> <p>Risk that PCCs will not have, or want, any role to play in the governance of this important tier of policing, even though the impact of the national arrangement will be great on local delivery.</p> <p>Risk that the national infrastructure of policing will seek to undermine the growing and increasingly important regional tier of police delivery.</p>
The abolition of the National Police Improvement Agency.	NPIA has been unpopular with Authorities and Chief Officers alike – due in the main to a lack of clarity of purpose and limited ownership of local forces and authorities into the role of NPIA and relatively high levels of resourcing which local forces have always viewed jealously.	Risk that the disaggregation of roles and responsibilities of NPIA into NCA, ACPO and Home Office diminishes effectiveness rather than enhances it. For example, NYPA is strongly sceptical about any proposal to transfer police leadership roles or workforce modernisation remits to ACPO – if the aspiration is meaningfully to change the way in which the operational police service operates.
National co-ordination and delivery of procurement.	To an extent, either this is already being done or all the enablers are there to do it. In any event, for the vast majority of policing provisioning, this is the most cost effective way of purchasing.	Obviates the cost of administering bureaucratic procurement exercises.
	Will focus purchasing decisions based on operational requirements, rather than on individual Chief Officer discretion and territorial decision making. There are not 43 different operational requirements!	Needs to be flexible enough to control individual ‘direction and control’ discretion but allow for different products to be provided should local circumstances demand. For example, vehicles specified for use for a function in flat urban centres might not be suitable for the same function in rural mountainous terrain.
Changing the focus and status of ACPO.	ACPO needs to move on reputationally from its existing status. Perceived as an unaccountable, vested interest pressure group, concerned more with income generation and protecting the interests of its members than on improving policing.	Increasing the power base of ACPO – collectively and individually at local level -without imposing robust accountability and governance mechanisms will simply make the current situation worse but with vastly increased ‘political’ power.
		The balance of power at the national level will need rebalancing – it appears to NYPA that the intention is to provoke an imbalance in favour of Chief Officers.
		Any redesign of role and function should adequately reflect the current and potential key leadership roles of non-uniformed, police staff Chief Officers in a modern police service.
Rethinking the national and local performance management	A welcome opportunity to re-assess what is ‘good bureaucracy’ and what is ‘bad bureaucracy’.	Risk is that we move too far the other way, and dispose of good bureaucracy or create an organisational culture that all

framework to reduce bureaucracy		bureaucracy is bad. Good quality, up to date focussed management information must be kept and its continued use encouraged. Local governance agencies and managers must be encouraged to put their own arrangements in place the effectiveness of which they are prepared to be held to account on.
	Welcome the initiative to unravel nationally proscribed performance management frameworks, although such frameworks have served a useful purpose in focussing local organisations on issues such as performance outcomes and value for money.	
	The service is currently too heavily reliant on process rather than judgement. Culturally, the service, and some of the governance underpinning it, is too risk averse. Rather than improving good decision making, we are too much focussed on stopping bad decision making. This is a welcome opportunity to redress the balance.	
Reviews of the employment infrastructure of the police service, including conditions of service.	NYPA welcomes this overdue opportunity to review conditions of service, including pensions. Workforce changes, collaboration opportunities and significant expenditure reductions cannot be achieved without it.	Risk of significant industrial relations problems throughout the service – withdrawal of goodwill, motivation, etc.
		Risk of a large exodus of senior skilled staff due to any pension changes retrospectively applied. Will have significant ongoing performance and organisational effectiveness impact.
Reviewing the legislative infrastructure underpinning Community Safety Partnerships.	Opportunity to restate clearly the aims of partnership in a community safety context, focussing more on inter-agency outcomes than inputs.	Risk that CSP agencies will disengage, leaving it to the Police Service to deal on its own. S17 duties on partners alone did not work in 1997 – and won't work now, especially in times of financial constraints, when agencies will focus more on their core roles to the detriment of others.
	Opportunity to reassess the role of 2 tier local government in a partnership context.	Currently there is a lack of sanctions for agencies which consistently do not engage to the required level. Deregulating the environment might make matters far worse.
	Opportunity to free up partnership agencies to devise, without proscription, more effective and efficient ways of working together.	Risk that partnership structures and mechanisms do not 'fit' with emerging governance and accountability models for policing – leading to confusion of roles/expectations and blurred

		accountability.
	Opportunity for PCCs to commission services from CSPs.	



NEWS RELEASE

Police Authority speaks on Government proposals to bring in directly elected Policing And Crime Commissioners

North Yorkshire Police Authority today published its response to the Government's proposed reforms to the police service, which include controversial plans to abolish police authorities in 2012 and replace them with directly elected Commissioners.

The Government, in the most recent Queen's speech, announced that it would introduce a Bill in Parliament in the Autumn of 2010 making several reforms to policing, including a proposal to improve the accountability of the police to local people by the introduction of Policing and Crime Commissioners.

The Government published its detailed proposals for these changes on 26 July and a period of public consultation ends on 20 September.

Jane Kenyon, Chairman of North Yorkshire Police Authority said 'whilst we do not agree that the Government's proposal for the introduction of PCCs is the right thing to do, we have nevertheless recognised that the issue was a manifesto commitment of the Conservative Party in the General Election and has been included in the Coalition Agreement underpinning the current Government's legislative programme. It is therefore clear – and the Home Secretary has re-iterated this – that the proposal is non-negotiable and that the Government is determined to legislate on it.'

'We recognise this political reality but at the same time we have significant concerns about the risks associated with the proposal. Lets us be clear. We are very supportive of the Government's intention to improve the accountability of policing. Indeed, we see a lot of positive elements in the totality of the reform proposals. However, the PCC model is not one NYPA would have chosen because of the risks which go with it.'

'So, NYPA has made a genuine offer to the Home Secretary to work with her and her officials in the Home Office to try and iron out some of the more glaring flaws and risks with a view to ensuring that the accountability arrangements which will replace police authorities are at least as good as and hopefully better than what we have at the moment.'

ENDS

Note to editors:

NYPA's response to the Home Office consultation is available on the authority's web site www.nypa.gov.uk .

The Government is expected to publish the Police Reform and Social Responsibility Bill in October.

The Police Authority is responsible for ensuring an efficient and effective police service within North Yorkshire and the City of York. The role of the Authority includes: Agreeing the police budget; setting out annual police objectives through the Policing Plan; monitoring performance against these objectives; holding the Chief Constable to account; and consulting the local community on policing objectives.

The Authority comprises 9 elected Councillor Members, and 8 Independent members.

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York & North Yorkshire Safer
Communities Forum

North Yorkshire Community Safety Agreement

2010/11

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FOREWORD

I am pleased to be able to present the 2010/11 Community Safety Agreement for North Yorkshire on behalf of the York and North Yorkshire Safer Communities Forum.

The county of North Yorkshire remains one of the safest places to live in the country with recorded crime being reduced year on year for the last 5 years. It is our aim to maintain this, through continued partnership working, by tackling the issues which matter to our local communities. We not only want you to be safe but also be reassured that your area is safe, and we have collectively made this our overall objective for 2010/11.

Whilst the Forum acknowledges the positive performance that has continued to be delivered, there are still areas which are of concern, specifically the re-offending rate of young people, the number of violent assaults and the role which alcohol continues to play in relation to crime and disorder. In order to address these areas, this document sets out the work which has been delivered to tackle these issues and the further work which will be undertaken throughout 2010/11.

We have continued to face the pressures of the economic climate throughout 2009/10 and despite early signs that the country is beginning to come out of the recession, the effects will continue to be felt within our communities throughout 2010/11. We are also aware that the public sector funding focused on community safety may well be reduced in future years.

The Community Safety Agreement is an important partnership document that outlines our commitment to working together effectively both now and in the future across the county. We have developed the document following the second annual Safer Communities Forum partnership event, which has helped to strengthen coordination and develop an increasingly evidence based forward plan. This plan and the actions proposed within it are based on best practice. During this year we will develop our arrangements to evaluate our actions more thoroughly to ensure we are not only delivering projects in an effective and efficient way but that the impact of our partnership working is better understood.

The Community Safety vision and priorities provide a common purpose for us to work towards. This agreement provides the partners within North Yorkshire with a common framework on which to develop our joint strategies and initiatives.

Together we are committed to achieving and maintaining public confidence in the agencies by working together within North Yorkshire. I look forward to another successful year of partnership working

Nigel Hutchinson, Chair, York and North Yorkshire Safer Communities Forum

EXECUTIVE SUMMARY

Vision

“Working together to ensure safer communities for all within North Yorkshire.”

Introduction

Each local council area has a responsibility with other partners to review and reduce crime and disorder. In two tier areas such as North Yorkshire there is a requirement to have a county strategy group whose function is to prepare the community safety agreement (CSA). The CSA reflects the local priorities which may benefit from an element of county-wide co-ordination.

The county of North Yorkshire continues to have one of the lowest levels of recorded crime when compared to other parts of the country and although economic downturns are normally associated with increased levels of crime, trend data shows that crime has reduced by 13% (6,315) from 48,563 in 2008/09 to 42,248 in 2009/10.

Past performance of the Community Safety Forum

The priority areas for 2009/10 were very similar to those common issues identified for 2010/11. The 2009/10 priorities were:

- Antisocial behaviour
- Domestic abuse
- Violent crime
- Public perception/ confidence/ fear of crime
- Road traffic collisions

Within 2009/10 approximately £205,000 was allocated to take forward county initiatives. This funding was used to address the following areas:

- Drug and Alcohol Action Team (DAAT) £25K
- Alcohol coordinator to work within the Primary Care Trust (PCT) £20k
- Alcohol brief interventions which develops projects to tackle alcohol £20k
- Development of the joint strategic intelligence assessments £30k
- Integrated offender management coordinator £50k
- Independent domestic violence advisor £35k
- Temporary accommodation for perpetrators of domestic abuse £25k

A number of the projects above did not spend the full budget allocation. As a result the under-spend within 2009/10 was £71,386.21. This has been carried forward into the 2010/11 budget.

Specific schemes which have been successful within 2009/10 include:

- The Crucial Crew initiative which delivers personal safety and crime prevention messages via role and presentations to school pupils aged 10-11. The scheme was delivered to over 9,000 students in 2009/10.
- **Harrogate CSP** has helped to fund a boxing club which is being promoted as a diversionary activity for young people who are at risk of offending.
- **Scarborough CSP** contributed towards a coordinated approach to tackling youth related ASB specifically in relation to Halloween/Mischief Night. Leisure activities were organised by 4Youth to encourage young people to spend their leisure time more proactively. ASB complaints reduced as a result of this scheme.
- The Domestic Abuse Strategy 2009-13 was launched in November 2009. Performance against NI 32 was baselined in 2008/09 in Scarborough and Selby districts and a repeat domestic abuse rate of 32.5% was recorded. A target to reduce repeat cases of domestic abuse within the county to 29% has been set for 2009/10. Within 2009/10 domestic abuse incidents reduced by 5.2%, compared to the same period of the previous year.
- **Hambleton and Richmondshire CSPs** introduced the children's making safe worker and further developed the Champions scheme. The Champions provide expert advice on how victims of domestic abuse can get help and support.
- **Selby CSP** implemented the Know Your Limits campaign which provides education on alcohol consumption and the dangers that excessive drinking can cause. The campaign has been undertaken in partnership with the CSP, the NHS, the Compass drug and alcohol agency and the police
- All the CSPs took part in 'not in my neighbourhood' week in November 2009 to promote the work undertaken, working in partnership, in order to tackle issues which matter to the local residents to provide reassurance.
- Within **Ryedale CSP** engagement events were held across all areas within the district and representatives from all partner agencies were involved at different times to help deliver messages to the public. As a result of the engagement specific actions were undertaken to improve quality of life.
- **Craven CSP** piloted the Pass Plus scheme, which is aimed at new drivers in order to help them become better drivers. Following its success in Craven, the 95 Alive Partnership has adopted the scheme and is now rolling it out across the county.

A great deal of work has been undertaken throughout 2009/10 to review and develop the way in which the Safer Communities Forum carries out evaluations of schemes and projects implemented. The Safer Communities Forum has identified a number of shortcomings in the current evaluation process and these will be developed throughout the coming year to ensure more detailed and meaningful evaluations can be completed.

The Safer Communities Forum can point to a good record of performance against its priorities.

- All crime has reduced by 9.5% (2,926 offences) between 2009/10 and 2008/09.
- There has been a reduction in violent crime of 3% (226 offences) between 2009/10 and 2008/09.
- Incidence of antisocial behaviour reduced by 6.7% between 2009/10 and 2008/09.
- Levels of reporting of domestic abuse have increased, indicating that schemes to help victims come forward have been successful.
- Within 2009 the county achieved a slight reduction in the number of people killed or seriously injured (KSIs) on our roads (0.4%, reduction of 2). It should be noted that KSIs were reduced significantly in the previous year (by 25%, 181).
- The county has a lower rate, compared to the England average, for binge drinking adults, and also for drug misuse.

In relation to the confidence agenda this is an area which requires further development in order to identify how we can tackle and influence this best at a local level. Confidence remains a priority area and it is concerning that despite work which has been delivered throughout 2009/10 public confidence has reduced.

An Alcohol Harm Reduction Strategy has been developed for the partners to deliver. Unfortunately the delivery and monitoring against this strategy has slipped.

Some of the main drivers which are influencing community safety nationally are:

- Serious violence
- Community confidence
- Education, training and employment for young people
- Tackling alcohol related crime and disorder
- Anti social behaviour

Many of the national drivers are reflected within this agreement.

Key objective 2010/11

The key objective for the Safer Communities Forum is to:

“Build on public confidence by reassuring our communities that the agencies within the Forum are working together in order to tackle the crime and anti social behaviour issues which matter to the local areas”.

In order to achieve this, the Safer Communities Forum will continue to address the issues which most commonly appear within each of the community safety partnerships (CSP) areas across North Yorkshire. For 2010/11, the common issues are:

- Violent crime, including domestic abuse

- Anti social behaviour, including addressing the new minimum standards
- Alcohol related crime and disorder
- Road safety, in particular the number of those who are killed or seriously injured on our roads.

The ABG for 2010/11 has been allocated to the following projects:

- Domestic abuse temporary accommodation – receiving £25k
- Domestic abuse independent advisors (IDVAs) – receiving £35k
- Youth spotlight programme in Scarborough – receiving £38k. This relates to only part of the funding required and so it is uncertain as to whether the programme will go forward.

As a result a total of £98k has been allocated to date. There is still a further £70,729 to be allocated. All the area based grant bids which were received are detailed below with the progress to date.

Priority	Lead	Amount requested 2010/11)	Progress
Independent Domestic Violence Advisor (IDVA)	Amanda Coates, DV Coordinator	£35,000 Plus £86,000 (2011/12)	Allocated £35k. Proposed allocation £43k 2011/12
Making Safe - Temporary Accommodation	Amanda Coates, DV Coordinator	£25,000	Allocated £25k – (allocated £20k this year and £5k carry forward from 2009/10)
Community Safety Partnership analyst	Mandy Chance, CSP Manager	£37,129	Deferred
Alcohol Treatment Requirement (period of Dec 10 – 31 st March 2011)	Nick Warnes, NY Police	£8,600	Deferred
Domestic Violence Intervention Programme (DVIP) (North Yorkshire)	Amanda Coates, DV Coordinator	£35,000	Deferred
Crucial Crew	Nick Warnes, NY Police	£15,000	Put forward for BCU funding
Youth Spotlight(Scarborough)	Lesley Ingleson, YJS	£83,000	Allocated £38k
Countywide Alcohol Awareness Campaign	Mel Greaves, ASB Coordinator	£100,000	Refused
Safer Schools Pilot Thirsk	Brian Williams, NYCC	£25,000(Capital)	Deferred

£743,891 (TBC) has been allocated to the community safety partnerships (CSPs).

The priority areas identified for 2010/11 continue to support delivery of the local area agreement (LAA) targets. Overall performance against the LAA is positive however there remain concerns in relation to performance on the number of assaults with less

serious injury (NI 20) and the re-offending rate of young people (NI 19). Work is currently ongoing to address both of these areas.

Work has continued to reduce the re-offending rate within the county. The integrated offender management (IOM) scheme has been successfully piloted within the county and throughout 2010/11 it will be rolled out across the rest of the county. There are plans in place to align the deter young offenders (DYO) with the IOM programme.

Various forms of consultation and engagement have taken place throughout 2009/10 and will continue in 2010/11. Members of the public tell us that they are concerned about the levels of anti social behaviour, specifically in relation to:

- 49.7% very/fairly worried about people using mobile phones while driving
- 21% very/fairly worried about teenagers hanging around on the streets
- 21% very/fairly concerned about littering
- 16.9% very/fairly worried about people being drunk or rowdy.

The Safer Communities Forum acknowledges that engagement is important but is also concerned over the duplication of consultation which takes place. The community engagement and neighbourhood management framework has been developed and aims to reduce this duplication with the launch of a consultation database in 2010/11.

Work continues around researching the national directives which may impact on the priority areas for North Yorkshire and these are detailed within the report. Current issues which may change working practice are around the potential mainstreaming of the commissioning of local services in order to address violence against women and girls and the introduction of new measures to tackle the drinking culture.

Over the next few years there will be budget reductions in the area of community safety which further supports the need to develop a good evaluation process. Central government have cut funding and the method for allocating the BCU funding by the Police Authority has been amended to use an 80:20 formula, resulting in a reduction in the money for North Yorkshire as this is now allocated to the City of York under the new formula.

Within 2009/10 crime and disorder overview and scrutiny committees were established and under these arrangements the councillor call for action came into effect.

Action plan

The Community Safety Agreement (CSA) includes an action plan which identifies work to be undertaken to address the priority areas, this plan is attached as [appendix A](#).

- END OF SUMMARY -

BACKGROUND

Statutory requirements

Each local council area in England has a community safety partnership (CSP) formed under the Crime and Disorder Act 1998 and they are responsible, with other partners, for reviewing and reducing crime and disorder within their geographic area.

In August 2007, Regulation 2007 No. 1830 came into force. This amended the Crime and Disorder Act 1998 and requires each CSP area to have a strategy group whose functions are to include the preparation of a Joint Strategic Intelligence Assessment (JSIA).

The JSIAs provide an analysis of crime levels and patterns; young offenders; adult offenders; anti social behaviour and substance misuse. They also examine community engagement data, to establish what is causing greatest concern to local residents. From the analysis and review, a list of priorities is determined for each CSP within the county. Within North Yorkshire the latest JSIAs (November 2009) were the first joint assessments between the CSP process and the police strategic intelligence assessment (SIA). This is a significant development and achievement which has been accomplished by the safer communities forum.

In two tier areas such as North Yorkshire, there is also a requirement to have a county strategy group whose function is to prepare a Community Safety Agreement (CSA) for the county area on behalf of the responsible authorities. The York and North Yorkshire Safer Communities Forum acts as the county strategy group as well as the 'Safer' thematic group of the North Yorkshire Strategic Partnership (NYSP).

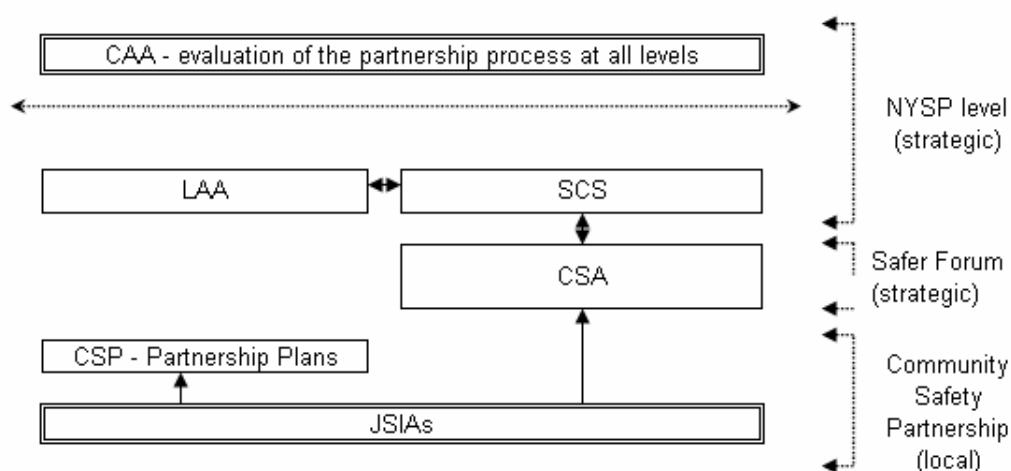
The CSA reflects the common local priorities within the JSIAs which would also benefit from an element of coordination at county level in order to be tackled. As a result, the CSA reflects the findings and recommendations of the seven local CSP JSIAs which fall within the North Yorkshire County Council (NYCC) area. This, therefore, excludes York, as this is a unitary authority area with no statutory requirement to have a CSA in place¹. Although York does not require a CSA, the York and North Yorkshire Safer Communities Forum does include representatives from the City of York in order to undertake cross border working, from a council perspective.

The CSA links to and brings together the work within the wider partnership responsibilities. The CSA links to the development of the Sustainable Communities Strategy (SCS) which is a ten year strategy used by the NYSP in order to promote the economic, social and environmental well-being of our communities. The SCS is linked to the local area agreement (LAA) which is the performance management

¹ The City of York does not fall within the North Yorkshire County Council boundary. However some other partners e.g. Police, Fire & Rescue and Primary Care Trust, do cover the City area as well. The City of York has a JSIA in place.

framework used by the safer communities forum in order to monitor delivery against the priorities within the SCS. The comprehensive area assessment (CAA) is then the evaluation framework used by the audit commission to appraise delivery against the partnership strategy and performance management framework. Within North Yorkshire a CAA self assessment is undertaken in order to review the successes and areas for improvement.

The diagram below illustrates the links between the various processes.



Under the Policing and Crime Act 2009, three key changes come into effect for all CSPs from 1 April 2010:

- CSPs will have a statutory duty to reduce re-offending
- The Probation Service will change in legal status from a co-operating body to a full responsible body as defined by the Crime and Disorder Act 1998
- Responsible authorities will each be required to routinely reduce re-offending.

Community safety governance in North Yorkshire

Established over 5 years ago, the York and North Yorkshire Safer Communities Forum (YNYSCF) brings together key stakeholders with an interest in community safety and related criminal justice issues. Now working within the NYSP arrangements, as part of the wider community wellbeing agenda, the YNYSCF provides strategic leadership and coordination in respect of partnership working on safer communities' issues across the county. The YNYSCF monitors, and reports on, performance against the LAA. The YNYSCF has established Joint Co-ordinating Groups (JCGs) to ensure there is a detailed insight into LAA performance indicators as well as other measures of community safety on specific themes. These JCGs come together as the Joint Officer Working Group (JOWG) to monitor spend against budget and performance against targets, reporting to the Safer Communities Forum at its meetings.

The structure of the Safer Communities Forum can be found at [appendix B](#).

ACHIEVEMENTS AND LESSONS LEARNT

The priorities which were included within the 2009/10 CSA were:

- antisocial behaviour
- domestic abuse
- violent crime
- public perception/ confidence/ fear of crime
- road traffic collisions

A key overarching development that the Forum has led on is the provision of the analytical capability to undertake the JSIAs within each district. This issue was first addressed in 2008/09 and work has continued throughout 2009/10 resulting in a truly joint analytical effort between the Forum partners.

The schemes and some examples of the progress which has been made over the past year are detailed below:

Anti Social Behaviour (ASB)

Schemes implemented

The **Crucial Crew** initiative aims to deliver personal safety and crime prevention messages to pupils aged 10-11 years. The messages they receive help to prevent them becoming involved in crime or a victim of traffic, fire and other everyday hazards.

Each subject uses a blend of role plays (scenarios) and audio visual presentations delivered in a half day format. The children attend each scenario in small groups and spend around ten minutes at each. They are presented with situations and tasks and encouraged to act out the appropriate responses or discuss the implications.

The agencies that participate include the emergency services, environmental health services and locally appropriate service providers such as rail safety agencies and the coast guard. Throughout 2009/10, 6 schemes were delivered with a total of over 9,000 students attending the events. Further crucial crew events will take place in 2010/11.

The **Harrogate CSP** has financially contributed to a boxing club in Ripon. The club has been set up for young people and adults in the Ripon and surrounding rural areas to teach people a disciplined sport and stay healthy. Partners will refer young people at risk of offending, as boxing will be a diversionary activity. The club has recently launched and is seeing around 20 young people at each training session.

Scarborough CSP commissioned a coordinated approach to the youth related ASB traditionally created in the town by Halloween/Mischief Night. A borough wide campaign offering free humorous “No Halloween Caller” posters for members of the public to display alleviated the concerns of the more vulnerable members of the community. Operation Drystone ensured that increased policing patrols were undertaken in Eastfield and Barrowcliff and that dispersal orders were enforced in the Colescliffe Road area. Young people were encouraged to spend their leisure time during that week in a more positive manner through a programme of leisure activities coordinated by NYCC 4Youth, part funded by the CSP. The scheme reduced complaints by members of the public regarding youth related ASB and criminal damage when compared to the previous year.

Lesson learnt

The coordinated approach to youth related ASB in relation to Halloween/Mischief Night proved a worthwhile focussed activity which achieved results.

Domestic Abuse

Schemes implemented

The **Domestic Abuse Strategy 2009/13** was launched on 18th November 2009 and is the follow-up strategy to the Domestic Abuse Strategy 2005/08. The new strategy defines Domestic Abuse, providing information about the prevalence of Domestic Abuse in a national and local context. It also highlights the good practice and achievements of the 2005/08 strategy, where strengthened partnership working is having an impact on keeping families safe, reducing homelessness and reducing repeat incidents of domestic abuse. The strategy was developed and launched by the domestic abuse joint coordination group which sits under the remit of the safer communities forum.

Hambleton and Richmondshire CSPs introduced a **children’s making safe worker** in August 2009, and are continuing the work around developing the **Champions Scheme** with the development of a service level agreement (SLA). The Champions Scheme involves a network of trained, supported and resourced practitioners across a range of agencies acting as the lead for domestic abuse in their agencies. Champions give expert advice on how to get help/support for victims. The Champions are aware of, and have access to, local resources and support networks².

All the CSP areas received **first stage multi agency risk assessment training** in 2009/10 from the coordinated action against domestic abuse (CAADA). CAADA offers training and support for the implementation and operation of Multi Agency Risk Assessment Conferences (MARACs) across the UK. The training demonstrates how

² Hambleton and Richmondshire Domestic Abuse Forum minutes Thursday 29th October 2009

to run a robust and safe MARAC to support high risk victims in the most effective way. This will lead to an improved coordinated response to tackling domestic abuse in North Yorkshire by using best practice across the country. A new countywide protocol has been developed to ensure consistency of approach to MARACs across the county.

Lessons learnt

In relation to the Domestic Abuse Strategy 2009/13, consultation was undertaken at all the meetings and within all the agencies which the domestic abuse co-ordinators were invited to contribute. The strategy was promoted on a countywide basis and at a local level in order to raise awareness. In order to ensure that the domestic abuse co-ordinators link into all the relevant agencies and meeting arrangements they have decided that prior to developing the next strategy it would be worthwhile to carry out a mapping exercise which identifies all the agencies and meeting arrangements which they need to engage with. This will ensure that once the strategy is ready for consultation it has a plan to follow and is fully inclusive. It was particularly difficult knowing the correct health professional to engage with to gain sign up to the strategy. A health strategic structure would be useful in future.

In relation to tackling domestic abuse, the role of the independent domestic violence advisers is crucial. A key issue, which has been raised continually in relation to these posts, is the funding. Currently, certain aspects are funded via short term grant funding. There is a need to mainstream funding in order to ensure the continuation of the work. This was highlighted as an issue in the 2009/10 CSA and still remains an area which needs to be resolved.

Violent Crime

Schemes implemented

Following on from the success achieved by **Selby CSP**, of the Night Marshall scheme, the **Know Your Limits campaign** was launched in November 2009, aimed at reducing people's alcohol consumption and warning them of the harm it can cause. The campaign has been undertaken in partnership with the CSP, the NHS, the Compass drug and alcohol agency and police.

The campaign aims to educate people on the recommended weekly limits for alcohol and increase reassurance in the community, through the prevention of alcohol related anti social behaviour and violent crime.

A media van was utilised as part of the campaign in order to display film clips highlighting the negative effects of excessive alcohol consumption. Police officers

and other representatives offered advice to people and handed out information packs containing bottles of water and know your limits wristbands³.

Public perception / confidence / fear of crime

Schemes implemented

All the CSPs took part in **Not in My Neighbourhood Week**, which ran from 2-6 November 2009. Activities undertaken included:

- Giving a presentation to over 100 parents at Aspin Primary School, Knaresborough, to raise awareness of child exploitation.
- Proving leaflets on crime prevention advice.
- Undertaking truancy sweeps with the police and educational officers in Scarborough.
- High visibility patrols on mischief night and bonfire night to deter potential offenders.
- Speed matrix deployment in Richmondshire.
- Vehicle crime awareness in Harrogate town centre, speaking to over 70 people.

Not in my neighbourhood aims to promote the work which is being undertaken by the CSPs in order to tackle the issues which matter to the local people and provide reassurance in relation to safety.

Within **Ryedale CSP** events were held across all areas within the district and representatives from all partner agencies were involved at different times to help deliver messages to the public.

As a result of some of the issues raised the following actions were completed:

- Dog waste bins were purchased and placed in suitable locations
- Neighbourhood Watch was re-invigorated with a drive aimed at including younger groups into crime prevention measures
- Seasonal issues such as theft from vehicles, with 'Sat-Navs' being a particular target were identified
- Initiatives were developed to promote 'immobitags' for cycles.
- Cycle racks and locks were purchased for use at Daly Forest.

Lessons learnt

Despite all the positive work which has been undertaken to promote the work of the CSPs working in partnership to tackle local issues the latest confidence information shows that there has been a reduction in the percentage of local people who are confident with the work of the police and local council to tackle crime and ASB.

³ <http://www.northyorkshire.police.uk/index.aspx?articleid=3027>

Nationally it is proving difficult to determine what influences the public's perception. Work will continue in relation to this area and it is hoped that by tackling the issues identified via the JSIA process this will impact upon confidence.

Road Traffic collisions

Schemes implemented

The 95 Alive partnership launched the **summer 2009 drink drive campaign** with an aim to shake up people who may have been drinking and driving for years and getting away with it, and to reinforce the message to young drivers that it is not an option. The campaign was supported by the **designated driver campaign**, where people going on a night out and requiring a vehicle are encouraged to nominate a designated person to not drink and ensure everyone makes it home safely.

Since 2005, 24 people have been killed and 204 seriously injured as a result of drink driving within the county. The figures are reducing, however the partnership acknowledge that there is no room for complacency.

Leaflets, posters and beer mats were distributed throughout the county and a radio campaign ran throughout the summer in order to support and raise awareness of the harms that drink driving can cause⁴.

Drivers aged 50 and above have been actively encouraged to attend free road shows held throughout the county, in order to improve their driving skills and enjoy a stress free experience whilst driving. The scheme has been organised by NYCC in partnership with the 95 Alive partnership.

The road shows provide the opportunity to talk to professionals in a relaxed setting. There is also chance to view a host of stands, opportunities to try a brake reaction tester and have a mini basic eye check. People are offered a chance to apply for a free 1 hour refresher drive to be taken at a later date, which is optional.

The sessions provide information and advice for the older driver on topical issues such as eyesight requirements, medication and driving, licensing requirements, road signs, driving at night and how to save money. Everyone attending receives a free copy of the newly launched Older Driver DVD, made especially for older drivers in North Yorkshire⁵.

Craven CSP piloted the **Pass Plus scheme**, and has secured funding for 2010/11 in order to roll out the scheme to a further 100 young drivers. The scheme is aimed at new drivers in order to help them become better drivers.

⁴ <http://www.northyorks.gov.uk/index.aspx?articleid=10549>

⁵ <http://www.northyorks.gov.uk/index.aspx?articleid=11658b>

Following its success in Craven, the 95 Alive Partnership has adopted the scheme and is now rolling it out across the county with the support of a full time Driver Training Officer. Initial take up from both instructors wishing to deliver the enhanced programme and from young drivers wanting to take part, has been very encouraging with over 70 enquiries within the first 10 days. This scheme will be evaluated alongside another post test training scheme within the region to compare their effectiveness in reducing the number of young drivers involved in crashes.

Lessons learnt

There is a strong commitment to the prevention of road casualties and collisions throughout the county, reflecting public opinion. There is a lot of good will and enthusiasm to tackle the various causes and to influence and change behaviours. The next step is to agree priorities, levels of activity and, in essence, who does what and who is best placed to deliver which elements of these programmes. This will prevent the current duplication and, sometimes, unfocussed approaches. It will ensure that some groups and communities are not missed out and will make best use of the skills and resources available.

CAA (Area Assessment) on Community Safety initiatives

The area assessment is a county level assessment which draws on good practice taking place within the local areas and at a county wide level. The NYSP received praise for the community safety work which has been undertaken in relation to a number of areas.

Strong partnership working was acknowledged in the CAA with impressive work being sighted in relation to domestic abuse, tackling binge drinking and the work to tackle the high levels of death and injury on our roads.

Examples of the positive work sighted under the CAA were:

Domestic violence is being tackled successfully through several initiatives. One of these is The Making Safe scheme. It brings together local organisations to focus on the victims of this abuse and strives to keep victims of domestic abuse safely in their homes. Offenders have their behaviour challenged. Work with them encourages them to seek alternative ways of sorting problems out. What the scheme achieves is not having family life disrupted, children stay in their schools and the offender can remain in employment where appropriate. Re-offending rates are a little over one in ten. This is significantly better than the national figure of almost half.

The county's road safety partnership – 95 Alive – is doing good work to tackle the high levels of death and injury on the area's roads. All North Yorkshire districts have death and injury rates on the roads that exceed the national average. Risk groups such as young men, the military, and motorcyclists have been targeted for specific campaigns. The partnership has a mobile classroom/demonstrator that it takes out to

places where direct contact can be made with these groups. The Fire and Rescue Service is contributing to achieving this target through putting up temporary speed matrix signs at sites identified by local communities⁶.

Areas for improvement were also sighted. Further work is required on the implementation of the Alcohol Harm Reduction Strategy. The number of people killed or injured on our roads remains too high, despite the positive engagement and educational work which has been undertaken and the re-offending rate of young people remains too high, despite the Youth Justice Service working well alongside the partnership.

The summary area assessment for North Yorkshire can be accessed at:

http://oneplace.direct.gov.uk/SiteCollectionDocuments/pdf/2009/AreaAssessment/AreaAssessment2009NorthYorkshire_Summary.pdf

Evaluation process

A great deal of work has been undertaken throughout 2009/10 to review how the safer communities forum undertakes evaluations in relation to the initiatives which have been implemented within the county. We acknowledge that currently our evaluation process lacks the level of detail required in some instances in order for us to assess whether a scheme is successful or not.

We have reviewed what information forms a sound evaluation process and will continue to develop this throughout 2010/11. This is an important aspect of partnership working as budgets continue to be reduced and so we need to fully understand what benefits our schemes are delivering, whether they are having the desired positive impact or if they have resulted in an unintended negative impact on the community and if the scheme is cost effective. It is crucial that we deliver the biggest positive impact for our money in order to improve the quality of life of our residents.

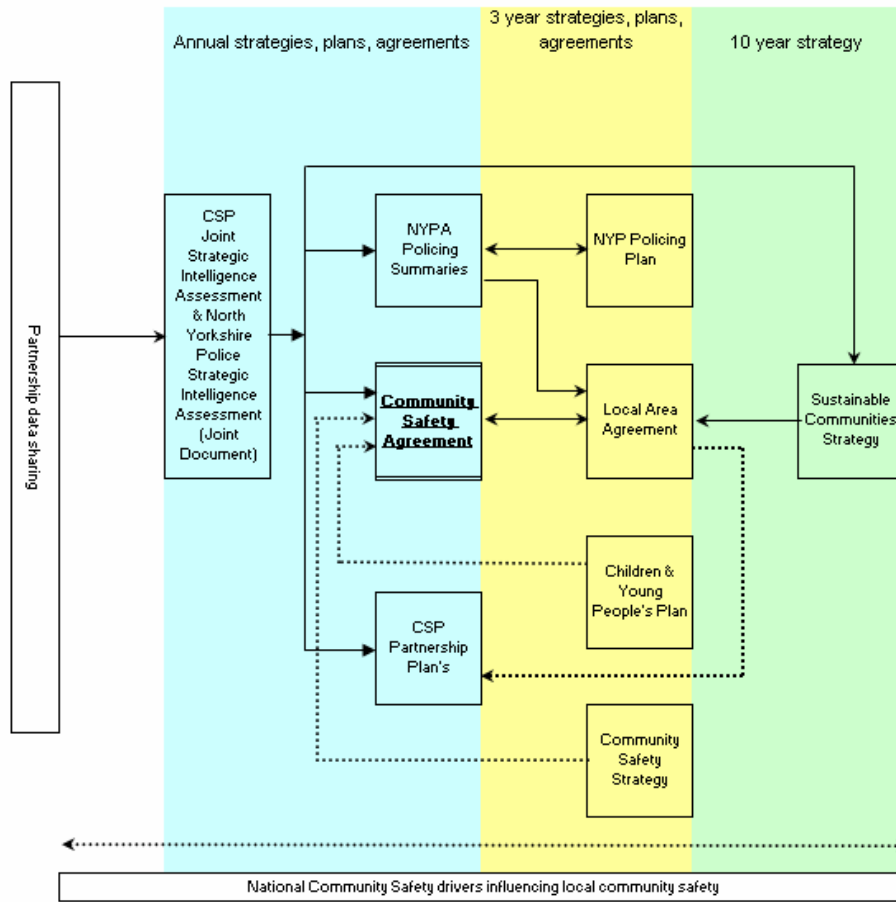
We have a wealth of data and analysis, but despite this there are still preconceived notions within our partner agencies, as well as within our communities, based on perception rather than facts. We need to provide a more robust set of data and communicate the results of our work more effectively. We also need to develop our project evaluation methodologies in order to prove whether our work is as effective as possible. In order to do this the partners have looked at hypotheses development and how this can be used to assist with targeted analysis of aspects of the priority areas.

⁶ CAA Area Assessment December 2009

http://oneplace.direct.gov.uk/SiteCollectionDocuments/pdf/2009/AreaAssessment/AreaAssessment2009NorthYorkshire_Full.pdf

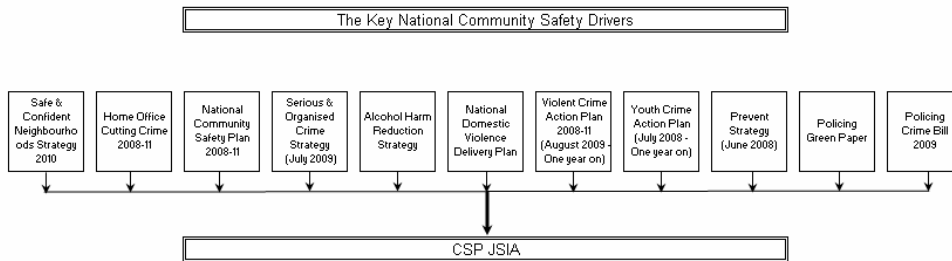
NATIONAL DRIVERS

How the CSA links to other strategies and plans



The above diagram depicts the relationship between the CSA and various other key strategies and partnership plans.

National Strategies which influence local Community Safety



The above table shows the current national community safety strategies which are driving the national direction. All of these strategies influence activity within the CSA to a certain extent, depending on the prevalence of the issue within the local communities within North Yorkshire.

The depicted strategies all ultimately aim to reduce crime and the fear of crime within England and Wales, and ensure that everyone feels safe whilst they go about their daily lives. There is also an increased focus on a more powerful voice for the public and providing them with information and a greater say in how crime and disorder issues are tackled within their local communities.

Some of the main national priority areas are:

- Serious violence
- Greater flexibility for local partners to deliver local priorities
- Community confidence
- The need to reflect the increased threat to communities posed by violent extremists
- Education, training and employment for young people
- Provision of rehabilitation services (drugs / alcohol) to stop people offending
- Tackling alcohol related crime and disorder
- Enforcing more strongly the existing rules on under-age drinking, and educating local licensees

Further information about each of the specific strategies can be accessed at:

<http://www.homeoffice.gov.uk/crime-victims/reducing-crime/>

Hallmarks of effective partnership

The Hallmarks of effective partnership represent the key aspects of partnership working that underpin effective delivery. Partnerships should use these principles to assess their effectiveness and to identify areas for improvement⁷. There are six 'hallmarks' which are:

- empowered and effective leadership
- visible and constructive accountability
- intelligence-led business processes
- effective and responsive delivery structures
- engaged communication and
- appropriate skills and knowledge.

[Appendix C](#) outlines how the York and North Yorkshire Safer Communities Forum adhere to these 'hallmarks' and outlines areas for improvement at the safer communities forum level.

PESTELO (Political, Economic, Social, Technological, Environmental, Legal, Organisational)

A full PESTELO analysis can be found at [appendix D](#).

⁷ Home Office, Delivering Safer Communities, A guide to effective partnership working
<http://www.crimereduction.homeoffice.gov.uk/partnerships/partnerships001.htm>

PERFORMANCE IN NORTH YORKSHIRE

The county of North Yorkshire has low levels of recorded crime when compared to other parts of the country. As a result the area is one of the safest counties within England and Wales.

Within 2009/10 North Yorkshire Police (NYP) recorded a total of 27,751 crimes for the county of North Yorkshire (excluding York) and in 2008/09 a total of 30,677 crimes. Crime has reduced by 9.5%, a reduction of 2,926 offences. There has been a continued reduction in the number of crimes within North Yorkshire since 2004/05, with the exception of last year (2008/09) where crime increased marginally, by 2.4% (740 crimes). This increase was against a downturn in the economy. The county continues to be one of the safest places to live within England and Wales and the trend data indicates that crime levels are expected to reduce further over the coming years.

Below is a summary of performance against the priority areas that have been identified for the CSA 2010/11.

Confidence

The JSIA process last year identified that despite the low levels of crime within the county, the local residents have a relatively high fear of crime. This continues to be the case within the county and so improving public confidence remains a key priority. The county has low levels of serious offences such as violence, sexual crimes, burglary and robbery, and as such it magnifies the lower levels of disorder. It is still currently unknown what impact the national media has on local confidence levels and it is therefore acknowledged that influencing public perception on the community safety agenda is complex. North Yorkshire Police and partners have been given a 'confidence target' to deliver by 2012. Currently 50.6% of residents in North Yorkshire believe that the police and local council are dealing with crime and ASB issues which matter to the local community. The target is to improve this to 58.8% by 2011 and to 62.8% by 2012. The latest confidence figure represents a reduction in public confidence from the baseline of 50.8%.

Violent crime including domestic abuse

Violent crime has continued to reduce. In 2009/10 5,907 offences were recorded compared to 5,930 in 2008/09 (Exc. York), a 0.4% reduction (23 offences). The county is ranked 1st when compared to peers (where 1st denotes best performer) and so this further highlights the positive performance. The reduction in violent crime within North Yorkshire (inc. York) which has been achieved is significant, which means that it cannot be explained as a normal change.

The number of domestic abuse incidents reported in North Yorkshire (excluding York) has been continually increasing since 2004/05 (2,100 incidents), with the exception of 2007/08 where there was a slight decrease. In 2009/10 2,277 domestic incidents were recorded, compared to 2,401 in 2008/09. The levels of reporting have

therefore reduced. The community safety forum would have anticipated an increase in the number of domestic violence incidents reported due to the publicity of raising awareness of the issue and the introduction of further third party reporting centres. Work will continue throughout 2010/11 to further embed existing schemes and support networks for victims and offenders in order to encourage more people to come forward and report domestic abuse so that the relevant help can be provided.

Antisocial behaviour (ASB)

In relation to low level disorder, NYP recorded a total of 36,139 ASB incidents in 2008/09 for the county of North Yorkshire (excluding York). This decreased to 33,729 in 2009/10, a reduction of 6.7% (2,410 incidents). ASB has continued to reduce, however the community safety forum acknowledges that the local communities feel that ASB is an issue within certain pockets of our communities, and this is evidenced from the community consultation which is carried out.

The main ASB types which are recorded by the police where there have been increases are:

- Vehicle related nuisance increased from 2,812 to 3,344, up 18.9%, 532 incidents
- Trespass increased from 769 to 1,254, up 63.1%, 485 incidents
- Hoax calls to emergency services, from 567 to 768, up 35.4%, 201 incidents.

The ASB categories which account for the largest volume of incidents, as recorded by the police are:

- Behaviour, 20,176 incidents
- Vehicle related nuisance, 3,344 incidents
- Malicious communication, 2,887 incidents
- Rowdy and nuisance neighbours, 2,109 incidents

As the ASB incident data which is reported is from the police the community safety forum also acknowledges that this does not provide a complete picture in terms of ASB as some incidents are reported to the district councils.

Alcohol issues

Alcohol misuse has an impact across all the priorities within the CSA in varying forms. National research shows that alcohol is a factor in relation to violent crime, with 45% of all violent crime nationally being linked to alcohol. In relation to domestic abuse cases, around 37% of incidents nationally involve alcohol⁸. Research by the Home Office has also found that the frequency of alcohol consumption, and especially drinking to get drunk, is associated with disorderly behaviour. North Yorkshire has a lower rate than the England average in relation to binge drinking adults, based on the Health Survey. When reviewing the districts, data is based on synthetic estimates and shows that at a district level, all areas are significantly worse

⁸ Home Office website <http://www.homeoffice.gov.uk/crime-victims/reducing-crime/alcohol-related-crime/>

than the England average in relation to binge drinking adults⁹. The CSP Partnership Plans for 2010/11 recognise alcohol as a priority issue due to the relationship with crime and disorder.

Road Safety

Road traffic issues feature at the top of both the community and the partnership agenda.

There were a total of 43 fatal casualties and 495 serious casualties January-December 2009, resulting in a total of 538 people being killed or seriously injured on the county's roads. This is a slight increase when compared to the same period of the previous year where there were a total of 536 casualties either killed or seriously injured. The serious injury rate increased by 0.4% (2) and the fatalities remained static. There were a total of 43 fatal casualties and 493 serious casualties January – December 2008, resulting in a total of 536 people being killed or seriously injured on the districts roads.

The county has seen significant reductions in the number of casualties killed or seriously injured on our roads since 1994.









LOCAL PRIORITIES

The LAA for the county of North Yorkshire sets out the key priority areas which partners wish to tackle in relation to a number of themed areas, such as children and young people, economy and enterprise and healthier communities. There is also a section within the LAA performance framework that is dedicated to safer communities.

The current LAA covers 2008-11. The current target indicators are being reviewed in order to feed into LAA 3, which will cover 2011-14.

Within the safer communities theme the county of North Yorkshire is working towards the delivery of the following LAA targets:

⁹ Health Profiles 2009, Department of Health - www.healthprofiles.info

Indicator reference	Description of measure	Target 2009/10	Current Performance	On track to achieve target
NI19*	Rate of proven re-offending by young offenders aged 10-17	1.10	1.13 (2009/10)	
NI20*	Number of assaults with less serious injury	2,629	2,604 (2009/10)	
NI30*	Re-offending rate of prolific and other priority offenders (PPOs)	26%	27% (2008/09)	
NI32 *	Repeat incidents of domestic violence	-3.5% (29%)	32.5%***	n/a
NI41*	Perceptions of drunk and rowdy behaviour	****	17% (2009/10)*****	
NI47**	People killed or seriously injured in road traffic accidents	631 (2009 target)	283 (reported to Q2 2009)	
NI115*	The percentage of young people reporting either frequent misuse of drugs/volatile substances or alcohol, or both	5.1%	11.4% (2009/10)	
L60**	Reduce the incidents of violent crime	6,870	5,964 (2009/10 estimated)	
L67	Perception of anti social behaviour	****	7% (2009/10)*****	

*All of these measures have associated performance reward grant attached to their achievement.

** Both of these measures have associated performance reward grant attached to the achievement of the stretch target. Both of these measures have been carried from LAA 1.

***Current performance is based on an assessment of Selby and Scarborough only.

**** The target in relation to NI41 and L67 is to reduce the 2008 baseline figure by the minimum change required to demonstrate a statistically significant improvement.

*****Based on the 2009/10 Tracking survey

Performance against the LAA indicators is mainly positive highlighting the effort which the partnership has continued to input into improving the safety of North Yorkshire. There are however a couple of areas which remain of concern to the partners, namely the re-offending rate of young people and the number of assaults with less serious injury.

NI 19 (re-offending rate of young offenders) is also being reviewed by the youth justice service. There are currently concerns over the system which records and calculates the re-offending rate and its accuracy.

CSP PRIORITIES 2010/11

The priorities identified in the CSP JSIAs were as follows:

District	ASB	Domestic abuse	Violence	Vehicle crime	Non-domestic burglary	Criminal damage	Alcohol related crime and disorder	Confidence / reassurance
Craven	✓	✓	✓			✓	✓	
Hambleton	✓	✓	✓				✓	
Harrogate		✓	✓				✓	✓
Richmondshire	✓	✓	✓			✓		
Ryedale	✓	✓	✓	✓		✓	✓	
Scarborough	✓	✓	✓				✓	
Selby	✓	✓	✓		✓		✓	

At the JSIA development event it was agreed that **road safety** will continue to be addressed at a county level. It is recognised that much work is undertaken at a more local level and that this will remain a priority for the districts as well.

COUNTY WIDE PRIORITIES

The key objective for the Safer Communities Forum is to:

“Build on public confidence by reassuring our communities that the agencies within the Forum are working together in order to tackle the crime and anti social behaviour issues which matter to the local areas”.

In order to achieve this, the Safer Communities Forum will seek to collectively address the most common issues found across the CSPs in North Yorkshire. For 2010/11, these are:

- Violent crime, including Domestic Abuse
- Anti Social Behaviour, including addressing the new minimum standards
- Alcohol related crime and disorder
- Road Safety, in particular those who are killed or seriously injured on our roads.

In relation to the priority areas identified, consultation with the public shows the following:

- 55% of residents perceive that cars driving too fast are a very or fairly big problem.
- 49.7% of residents perceive drivers using a mobile phone to be a very or fairly big problem.
- 16.9% of residents perceive people being drunk or rowdy in public places is a very or fairly big problem.
- 5.6% of residents perceive violent crime to be a very or fairly big problem¹⁰.
- 21% of residents perceive teenagers hanging around on the streets are a very or fairly big problem.

¹⁰ NYP Public Attitude survey results 12 month sample completed October-December 2009

- 21% of residents perceive rubbish or litter lying around to be a very or fairly big problem.¹¹
- 7.8% of residents perceive ASB to be an issue¹²

April 2009 – February 2010 538 ASB issues have been raised through local community engagement forums with the police. Of these 230 relate to rowdy inconsiderate behaviour, 66 to inappropriate use of/nuisance vehicles and 27 to street drinking¹³.

As previously mentioned, this document does not include the City of York. However, it is acknowledged that some of the statutory partners such as the Police, Police Authority, Fire and Rescue and Primary Care Trust operate within the Unitary Authority of York, as well as across the county area. [Appendix E](#) provides a list of the priority areas which the City of York is working towards, as well as a list of the National Indicators included within the LAA.

A delivery plan ([Appendix A](#)) has been agreed which identifies the actions to be taken at a county level. The LAA, safer thematic performance measures and targets will be used in order to monitor improvements against the priorities as a result of the actions implemented.

CHILDREN AND YOUNG PEOPLE

Under the NYSP the North Yorkshire Children's Trust has been set up to address the requirements of the Children Act 2004 and represents all the agencies working with Children and Young People across the county. The Children's Trust unites all partners providing services for children and young people at both a strategic and local level.

The Partners are working together to improve the five national Every Child Matters outcomes, one of which relates to stay safe.

The priorities and outcomes which the county is striving to deliver are outlined in the Children and Young People's Plan (CYPP), a three year strategic plan for all agencies providing relevant services.

Childhood and adolescence are periods of growth and development and because they are dynamic and vulnerable stages of life they combine great hope with great risk¹⁴. The CYPP covers a multitude of areas in relation to children and young people. The areas which link to community safety are listed below.

¹¹ Place survey results November 2009

¹² British crime survey September 2009

¹³ NYP Community consultation feedback forms

¹⁴ North Yorkshire County Council, Children and Young People's Plan 2008/11

Reduce substance and alcohol misuse

- Support the use of FRANK¹⁵.
- Contribute, as part of the Parenting Strategy, to ensure that parents are supported in educating their children about drugs and to know what action to take if their child gets involved in drugs.
- Prevent harm to children, young people and families affected by drug misuse by providing specialist treatment and support.
- Reduce drug and drink related risk taking behaviour and related offending.
- Ensure local delivery on the Youth Alcohol Action Plan.

Provide safe environments

- Reduce the number of children and young people killed or seriously injured on the roads, in particular those aged 0-4.
- Increase the provisions of advice on personal safety.
- Enhance the child tracking arrangements for missing children and those not in schools.

Tackle domestic abuse in North Yorkshire

- Map existing services for children and young people who are victims of domestic abuse.
- Identify and develop best practice, including county provision for refugees.
- Encourage the sustainability of strategic support and services for tackling domestic abuse.

Contributing to school and community life

- Ensure schools respond robustly to their duty to promote community cohesion.
- Establish multi-agency panels/ referral processes for the identification of 13-19 years olds who would most benefit from participation in positive activities.

Youth Crime Prevention Strategy

- Establish targeted Youth Support provision to meet the needs of vulnerable young people, including young people at risk of (re) offending.
- Develop a restorative approach to ASB in order to reduce levels and break down trans-generational issues.
- Promote a more positive perception of the contributions made by children and young people in North Yorkshire.

Reduce rates of re-offending

- Transfer / expansion of successful prevention and rehabilitation projects to newly identified areas of the county.

¹⁵ The FRANK campaign is aimed at young people, parents and carers concerned about drugs. A 24 hour helpline is available, staffed by trained specialists who provide facts on drugs and refer people to treatment and support organisations. The campaign aims to give reliable information to understand the risks associated with drug use.

- Improved social inclusion of young offenders in key service areas (education, training; and employment, mental health and drugs, family and housing) demonstrated by raised performance against Youth Justice Board (YJB) targets.

The full plan can be accessed at:

<http://www.northyorks.gov.uk/CHttpHandler.ashx?id=2725&p=0>

OLDER PEOPLE (50+)

As life expectancy increases and birth rates decrease the make up of our communities will change. The reality is that as older people become an ever more significant proportion of the population, society will increasingly depend upon the contribution they can make and their needs¹⁶.

The Adult Strategic Partnership is part of the NYSP. The purpose of the Adult Strategic Partnership is to provide a forum in which member bodies can work together to plan and deliver services for adults jointly.

The Strategic Commissioning for independence, well-being and choice 2007-2022 sets out how this will be achieved for all adults.

The 'Our future lives' 2006-2011 policy is the NYCC response to planning for older age.

This policy recognises that people's roles and requirements change over time, that they are key in contributing to their own healthy ageing and wellbeing, and also have a vital role to play in planning and influencing the shape, range, delivery and quality of future services¹⁷. The key links between the policy and the CSA are detailed below:

- The Council will actively seek to protect people in their communities through doorstep crime initiatives, community safety initiatives, and procedures which protect and safeguard vulnerable adults
- People will have a safe and secure environment to live in, and report a reduced fear of crime and antisocial behaviour
- There will be greater investment in community services which optimise people's chances of independence, feeling safe and retaining personal dignity e.g. practical assistance services such as, smoke alarms, door chains and home improvement services
- Positive action will be taken by all agencies to identify requirements of, and responses needed by, minority groups, whether they are in a minority because of race, ethnicity, rurality, disability, sexuality, danger of exploitation or abuse for another reason

¹⁶ Our future lives 2006-2011

¹⁷ Our future lives 2006-2011

- Vulnerable people will be supported and protected
- Remaining incidents of doorstep crime will be actively challenged and prosecuted.

Within North Yorkshire there is the safeguarding adults board. The board aims to protect adults who maybe at risk from abuse, by promoting effective working practices between the lead agencies. The board meet quarterly and ensure that policies are fit for purpose. New national and local developments in safeguarding are reviewed to determine if improvements can be made to current working practices. Consideration is also given to lessons learnt as well as ensuring that appropriate training is being delivered.

REDUCING RE-OFFENDING

Research suggests that 10% of offenders commit half of all crime in the country and that half of all offenders have previously been convicted of an offence.

From 1st April 2010, reducing re-offending will become a statutory responsibility for CSPs and Probation Trusts will become 'responsible authority' partners in CSPs.

In North Yorkshire, our 'Integrated Offender Management' (IOM) approach under the 'Spotlight' brand seeks to coordinate our response to reducing adult re-offending, the Prolific and other Priority Offender (PPO) strategy and the Deter Young Offender (DYO) strategy.

Prolific and Priority Offender (PPO) Scheme

The national PPO strategy was launched in 2004 and year on year has secured 30-40% reductions in re-offending for some of the most persistent offenders in North Yorkshire¹⁸.

The success of our local PPO schemes was the catalyst for strengthening and building the schemes into our much more comprehensive IOM approach, capable of offering similar levels of intensive management to ten times the number of offenders than our previous PPO schemes could support.

In North Yorkshire, PPO remains an integral part of our IOM approach, and PPOs represent the top tier of IOM offenders offered the highest levels of management and supervision. This approach was mandated by new national guidance for PPO and IOM schemes published in summer, 2009¹⁹.

However, a critical structural change to our PPO approach is the move away from the three separate strands of the national PPO strategy ('prevent and deter', 'catch and convict' and 'resettle and rehabilitate') into a single rehabilitative model where

¹⁸ Home Office PPO Performance data

¹⁹ Home Office publication "PPO Five years on" and Government Policy Statement on IOM"

catch and convict simply becomes one of several tactical enforcement options. The 'prevent and deter' strand is reserved for our response to young offenders.

Deter Young Offenders (DYO)

Following the end of the Persistent Young Offender (PYO) Pledge, Deter Young Offenders (DYO) are the new single priority group of young people aged between 10-17, who present the highest risk of causing serious harm to communities and the highest risk of re-offending. DYO are intensively managed by the Youth Justice Service.

In 2010, we intend to align our DYO programme with our IOM approach, to ensure we offer the most effective and coordinated management to both adult offenders and young people, and critically, to ensure the continuity of supervision when a young offender reaches adulthood.

Drug Intervention Programme (DIP)

The DIP is a critical part of the Government's strategy for tackling drugs. Criminal justice and drug treatment providers will be working together with other services to provide tailored solutions for adults, particularly those who misuse class A drugs, and who commit crime to fund their drug misuse²⁰. The principal aim of the DIP programme within North Yorkshire is to reduce drug related crime by engaging with problematic drug users and ensuring that they receive appropriate treatment and support. Through treatment, the DIP aims to break the cycle of drug misuse and offending behaviour.

DIP staff are now co-located within our multi-agency IOM Units where they play a crucial role in managing IOM offenders with substance misuse issues. Their inclusion in a multi-disciplinary team environment has resulted in an increase in the number and quality of referrals to their case load.

Young peoples substance misuse services

DIP is an adult service, however, a Young People's Substance Misuse Strategy 2009-11 and action plan have been developed to address both alcohol and substance misuse by children and young people in North Yorkshire. This is included as a key objective to ensure young people have access to treatment assessment at point of arrest, with the option of entering treatment as an alternative to early criminalisation. To this end, a young people's drug and alcohol diversionary arrest referral scheme is to be rolled out in the county in early 2010.

Integrated Offender Management (IOM)

IOM for adult offenders builds on the success of our previous PPO schemes and brings together Police, Probation, Drugs Intervention Programme (DIP) and other offender management partners under the same roof to offer enhanced offender management to persistent and problematic offenders.

IOM in North Yorkshire has four core principles:

1. individual case management and risk assessment for all IOM offenders
2. developing new interventions to support offenders, including interventions for offenders not under statutory supervision
3. extending the reach of offender supervision by community police and other partners acting as 'Offender Supervisors'
4. being underpinned by robust compliance and enforcement processes

IOM seeks to present offenders with a simple choice, stop offending and accept the help on offer, or be enforced against.

During 2009, IOM was extensively piloted in Scarborough and Ryedale Districts before being rolled out to the rest of the county. By the end of March, 2010, three IOM Units will be operating from Probation Service offices in Scarborough, York and Harrogate and providing enhanced offender management to up to 1,000 of our most persistent and problematic offenders in York and North Yorkshire.

Alcohol Harm Reduction Strategy

The Alcohol Harm Reduction Strategy for North Yorkshire aims to address the identified challenges associated with excess drinking. This is a 3 year strategy (2008-2011) which is supposed to be reviewed on an annual basis. Unfortunately no review took place in 2009. The strategy aims to make communities secure and provide support for those who need it. Implementing the strategy aims to improve quality of life; in particular focusing on:

- reducing harm to health
- alcohol related crime, including alcohol related domestic abuse
- antisocial behaviour as a result of alcohol misuse
- loss of productivity in the workplace.

Restorative Justice Scheme

Restorative justice aims to:

- give victims a greater voice in the criminal justice system
- allow victims to receive an explanation and more meaningful reparation from the offender
- make young people accountable by allowing them to take responsibility for their actions and
- build community confidence that young people are making amends for their wrong doing.

This scheme not only helps the victim, but also seeks to motivate young people to turn away from a life of crime. As a result, this approach can break a re-offending cycle before it escalates into more serious offending.

Implementation of this scheme began in February 2009 and was completed in October 2009. This scheme is now fully embedded across North Yorkshire and York and since implemented over 200 cases have been dealt with.

The Youth Restorative Justice process is used by officers dealing with low level crime where both the victim and offender agree to use this process rather than the criminal justice process.

Evaluations undertaken in May and September 2009 have indicated a lower than average re-offending rate, an increase in victim satisfaction and reduced costs in officer time.

Further information on the Restorative justice scheme can be accessed at: www.homeoffice.gov.uk/crime-victims/victims/restorative-justice

Priority Neighbourhoods

Research suggests that 40% of crime occurs within 10% of neighbourhoods. It is acknowledged that antisocial behaviour and crime are at the top of any list of residents concerns about deprived areas and that these concerns must be tackled if communities are to thrive²¹.

The Crime and Disorder Domain of the Indices of Deprivation data for 2007 identifies that parts of North Yorkshire are ranked within the bottom 20% of deprivation within England. These locations are:

- **Selby District:** Selby South and Selby North
- **Scarborough District:** Castle; North Bay; Central; Ramshill; Eastfield; Woodlands; Streonshalh; Whitby West Cliff; Falsgrave Park.

Probation Trust objectives

The York and North Yorkshire Probation Trust have identified a series of business objectives to deliver throughout 2010/11 which specifically target reducing re-offending and reducing the number of victims of crime. Some of the key priority actions which will be delivered to tackle this area, working in partnership are:

- Delivery of the Prevent strategy within the Local Delivery Units (LDUs)
- Collaborate in regional research which will be used to produce 8 locality based local reducing re-offending plans
- Local reducing re-offending plans will identify a range of services, including interventions which will be commissioned
- Develop delivery in relation to education, accommodation and health in line with best practice
- Maximise the effective use of the electronic monitoring provision

²¹ Home Office, Crime Reduction website www.crimereduction.homeoffice.gov.uk/partnerships29.htm

- Review data in respect of the diverse needs of our offenders in North Yorkshire by March 2011. To include reporting mechanisms to monitor impact of rurality on service delivery.

As previously mentioned we acknowledge that performance improvements are required in relation to reducing re-offending and the partnership will assist in the delivery of the objectives.

The safer communities forum also acknowledges its new role which came into effect on 1st April 2010 in relation to reducing re-offending.

CONSULTATION

Consultation activities are undertaken within the county in order to ensure that local communities concerns can be addressed. The key consultation activities undertaken are:

Place Survey – Approximately 10,000 local residents in North Yorkshire take part in this survey. There is a mandatory requirement for this survey to be undertaken every 2 years as a minimum. The Place survey supports the safer communities forum in developing a robust understanding of the communities served and the local residents who live there. An additional survey was undertaken during 2009/10 which covered specific Place survey questions which are required for LAA reporting.

Public Attitude survey – This survey is undertaken by North Yorkshire Police on a month by month basis in order to support the information collated by the British Crime survey. Within 2009/10 the survey has been reviewed and enhanced and now samples approximately 4,800 local residents every year (previously 2,500). The survey focuses on crime issues, specifically in relation to people's fears and perceptions, and informs the Police and partners of the actions needed to reassure the public. This survey data assists the partnership with an up to date view of public concerns, due to its frequency. As the sample size achieves 600 residents per CSP it can be viewed at a local level in order to be more meaningful.

Citizens Panel – The county-wide members of the citizen's panel complete up to four surveys a year, and also take part in one-off research studies and focus groups. The panel is made up of approximately 2,000 residents and is statistically representative of the population of North Yorkshire. Some of the districts within North Yorkshire also run citizens panels, which survey residents on safe places issues.

CSP surveys – The districts have been undertaking surveys for a number of years which look at local community priorities. A lot of work has been undertaken with the safer neighbourhood groups and encouraging and promoting participation at events and roadshows to engage and consult with community.

CSP Face the public sessions – The CSPs have a statutory requirement to hold face the people sessions where senior representatives of the community safety partnership meet the public to hear their issues and let them know about what action they have taken or will take to tackle them²².

British Crime Survey (BCS) – This survey provides data for the whole of North Yorkshire, however, this is still useful in providing an indication of concerns at a county level. The local surveys mentioned above, then provide the means to ‘drill down’ into the local communities and identify where specific issues are most prevalent. The BCS surveys approximately 1,000 local residents on a 12 month rolling basis.

NYSP Partnership conference –the NYSP organise an annual conference which is open to all partner public sector agencies as well as the voluntary sector, business sector and members of the public. The conference aims to consult with a broad range of agencies on themes relating to the SCS.

SCS consultation – The SCS is reviewed annually in order to ensure that it fully reflects the needs of our local communities. Consultation is undertaken within the NYSP and with the general public. The NYCC Times (county council newsletter) and website are used as the main source of consulting. The priorities are consulted on firstly in order to provide the opportunity to express whether these are still valid. Once the priorities are determined the draft document is prepared and made available for feedback. An easy read version is also produced and made available in order to be fully inclusive. Hard to reach groups are directly engaged to ensure that their views are captured.

Community engagement and neighbourhood management framework – This framework has been developed in order to improve the services provided and improve the use of resources to meet the needs of local communities. The framework aims to join up activities which are on going within the neighbourhoods by outlining the key principles and standards for joint working. A key part of the framework which is being developed is a database of all consultation activities undertaken by partners which can be accessed and shared. This will be launched in 2010/11.

CAA (Area Assessment) on community needs

Under the area assessment it was shown that the needs and aspirations of local communities are only partially reflected in the priorities which the NYSP is working on. Engagement activities have been improved for 2010/11 in order to ensure that they are more inclusive.

A NYSP Community Engagement and Neighbourhood Management Framework for North Yorkshire has been developed to improve involvement of communities in consultation.

²² Delivering Safer Communities: A guide to partnership working, September 2007
<http://www.crimereduction.homeoffice.gov.uk/partnerships/partnerships001.htm>

The NYSP Equalities group has continued to assist the NYSP in their vision to be socially inclusive. The group is made up of members of the partnership and representatives from hard to reach groups in order to ensure wide reaching engagement.

[Appendix F](#) provides key consultation results.

FUTURE DEVELOPMENTS FOR PRIORITY AREAS

Domestic violence – The government has published guidance which is currently out for consultation in relation to mainstreaming the commissioning of local services in order to address violence against women and girls. The consultation states that the local commissioners and partners should seek to build a common understanding of needs and potential priorities to serve all parts of the commissioning system. This could impact upon the area of domestic abuse within 2010/11.

A ready reckoner tool has been developed by the Home Office which assists with estimating the number of people suffering from domestic abuse, sexual attacks and stalking. North Yorkshire will use this tool to look at the estimated prevalence of domestic abuse within the county.

ASB – The government is looking at improving the action which is taken against breaches of ASBOs and agreeing a minimum service standard which the public can expect. The minimum service standard is expected to be published in the next 6 months, and will impact upon service delivery by the partners. The standards are expected to include aspects such as:

- Reducing the perception of ASB year on year.
- Taking reported cases of ASB seriously, recording, investigating and keeping victims informed of action taken.
- Providing regular information to residents on what action is being taken to tackle ASB.
- Offer support and practical help to victims of ASB.
- Ensure an effective link between neighbourhood policing and neighbourhood management.
- Provide residents with a right of complaint to CSPs/ CSPs if effective action is not taken by local agencies through existing channels.

Alcohol – The government is looking to introduce new measures in order to tackle the drinking culture in England and Wales. If the proposals receive parliamentary approval then it could see the following measures being brought in:

- Ban irresponsible promotions such as all you can drink.
- Pubs having to make small measures available.
- Giving councils the power to change the levy on premises causing problems late at night.

- Duty increase on problem drinks.
- Permanently shutting down pubs which repeatedly break the rules.

The government is also looking at introducing a minimum pricing system for alcoholic drinks²³

REPORTING CONSTRAINTS

In order to agree the county-wide priorities the JSIAs for each CSP were reviewed, as mentioned earlier. This provided a sound evidence base for the county-wide priorities. However, it is acknowledged that there were some data gaps within the JSIAs, which could have affected the priorities within the JSIAs and CSA. The previous CSA also identified data gaps and these are detailed in the reporting constraints appendix ([Appendix G](#)), along with progress to date.

FUNDING

As previously mentioned over the next few years there will be budget reductions in the area of community safety. Due to this, it is crucial that we identify the correct priority areas for our communities, through good analysis of partner data, as well as feedback from the local communities. It is vital that we understand what impact our projects and schemes have in order to ensure that we are delivering the best possible value for money.

Central Government provides North Yorkshire with an area based grant (ABG) and single capital programme (SCP) funding. This money is provided to NYCC for allocation.

Within the Safer Communities Forum there is a funding group from members of the Forum which reviews all the funding available for community safety and determines how this will be allocated. A proportion of the ABG and SCP is 'top sliced' so that partners and CSPs can bid into this pot of money to assist with the funding of specific activities, generally at a county wide level. Any bids for ABG 'top sliced' money should be submitted to the funding group via the relevant joint coordination group (JCG). Currently this process is not always adhered to and as a result bids can be submitted via a number of different routes. This is something which will be addressed in 2010/11 to ensure that the process is followed and that there is a clear accountable group for money allocated. The JCG act/will act as the accountable body for any funding which is allocated and are responsible for the monitoring of the scheme.

After the ABG 'top slice' has been determined the unallocated total of ABG and SCP is distributed to the local CSPs. This money is supplemented by funding provided by NYCC, the police, police authority and some district councils. An 80:20 formula

²³ <http://news.bbc.co.uk/1/hi/ukpolitics>

(80% based on crime, 20% based on the population of the district) is then used in order to allocate the funding between the CSPs.

Within 2009/10 the total amount of funding based on SCP, ABG and NYCC funding was **£846,219.54**.

- **£225,020** was used as the ABG 'top sliced' funding, including any carry forward.
- **£621,199.77** was then allocated between the CSPs in order to fund local activities, including any carry forward.

Further contributions were made from NYPA, £79,982 and NYP, £64,000.

The actual spend for 2009/10 was **£770,056.06**.

- **£153,813.56** was spent from the ABG 'top sliced' funding, resulting in an under spend of £74,564.21.
- **£616,242.50** was then spent from the CSPs funding allocation, resulting in an under spend of £4,957.27.

Within 2010/11 the single capital funding from the Government has been cut by 50.5%. The total amount of funding available based on SCP, ABG and NYCC funding in 2010/11 is **£792,170**.

- **£178,027** has been allocated as the ABG 'top slice' funding.
- **£614,143** has been allocated between the CSPs in order to fund local activities.

Further contributions were made from NYPA, £65,740 and NYP, £64,008.

Overall there has been a 6.3% reduction in the amount of funding available when compared to the previous year and it is envisaged that we will see further cuts in 2011/12.

In addition to this central source of funding, the Police Authority allocated the Basic Command Unit funding on a similar basis. £63,573 was used as a top slice amount; of which, the following projects benefited:

- LCJB Confidence & Engagement Sub Group - £4,000 allocated to provide events for staff working within criminal justice agencies, looking especially at the victims perspective.
- York Racial Equality Network - £39,573 allocated to support the establishment of a Force-wide network of minority/BME groups and leaders to improve engagement and communications, working closely with NYP & NYPA.
- Safer York Partnership/Independent Domestic Advice Service (Charity) - £5,000 allocated to provide a telephone answer service to support the increase in calls/referrals during the world cup period.
- Crucial Crew- NYP - £15,000 allocated to deliver Crucial Crew for 2010/11 following the withdrawal of external sponsorship.

This left £293,656 to be allocated to each CSP on the 80/20 to assist in delivering project aimed at addressing the priorities of each CSP. This was split as follows:

District	Budget allocated from BCU funding
Craven	£19,024
Hambleton	£27,472
Selby	£29,951
Scarborough	£52,457
Ryedale	£17,790
Richmondshire	£17,927
Harrogate	£46,575
York	£82,461

Under the CAA, the various partners were assessed as follows in terms of the use of resource management:

Performs well	<ul style="list-style-type: none"> • North Yorkshire County Council • North Yorkshire Fire and Rescue Authority • Scarborough Borough Council • Selby District Council • Harrogate Borough Council • Hambleton District Council
Performs adequately	<ul style="list-style-type: none"> • North Yorkshire Police Authority • North Yorkshire and York Primary Care Trust • Ryedale District Council • Richmondshire District Council
Performs poorly	<ul style="list-style-type: none"> • Craven District Council

The organisational assessments can be accessed at:

<http://oneplace.direct.gov.uk/infobyarea/region/area/localorganisations/pages/default.aspx?region=56&area=429>

GOVERNANCE ARRANGEMENTS

All District, Borough, County and City Councils have set up crime and disorder overview and scrutiny committees. The statutory role of these committees is “to review or scrutinise decisions made or other action taken, in connection with the discharge by the responsible authorities of their crime and disorder functions”.

The focus of these committees is on the performance of the local community safety partnership. For the North Yorkshire County Council area, it is the responsibility of the NYCC O&S committee to scrutinise the work of the Safer Communities Forum. This agreement and subsequent action plans may be subject to scrutiny at that level.

Under these arrangements the Councillor Call for Action (CCFA) came into effect. The CCFA is a legal right for a councillor to have local crime & disorder issues that are affecting their wards/division put on the agenda of the overview and scrutiny

(O&S) committee. Local protocols are in place to ensure that agencies first have the opportunity to sort out any problem before it escalates to the O&S committee agenda. This process ensures that the voice of the community is heard and taken note of.

ACTION PLAN

The CSA action plan will be delivered by the JCGs and monitored by the Safer Community Forum's JOWG. The JOWG will then provide routine updates to the Forum on progress against the action plan.

It is noted that the current JCG structures are being reviewed. It is proposed that as the police and CSPs now create truly Joint Strategic Intelligence Assessments it maybe more appropriate for district level joint delivery groups to address certain priority areas identified within these. If this approach is adopted then these groups district level joint delivery groups would be responsible for tactical delivery and would report to the JCGs or directly to the Safer Communities Forum depending on the final structure.

DELIVERY PLAN – APPENDIX A

The actions below have been determined by the relevant JCG and approved by the Joint Officer Working Group (JOWG). It is the responsibility of each JCG to monitor progress against their assigned actions and report to the JOWG on a regular basis.

Overarching priority for all JCGs – strengthen communication links and joint working between all NYSP thematic partnerships via the Forum and JCGs.

Reducing Re-offending JCG (Chair Pete Brown)

The Reducing Re-offending Group is just in the process of forming so our strategic priorities are broad brush and will need to be confirmed.

- Reducing Youth Reoffending
- Reducing Adult Reoffending
- Roll out of Integrated Offender Management across county

95 Alive (Chair, David Bowe)

The key strategic priorities for 95 Alive are:

- Delivery of the 95 Alive Road Safety Grant Action Plan
- Complete the road safety strategy for the NYCC 3rd Local Transport Plan
- Conclude considerations over potential introduction of safety cameras

Violent Crime JCG (Chair: Javad Ali)

1. Provide a countywide and consistent approach to the engagement with PCT in assisting the Tackling violent Crime JCG to collate data from A & E to assist in the identification of hotspot location/vulnerable persons/repeat victims
 - b) develop the ability to sign post to appropriate support services
2. To ensure a consistent and county wide approach to the development of night marshals/street angels/safe Havens in reducing the incidents of violence through early interventions.
 - b) to identify and secure mainstream funding/resources at county level to support such initiatives

ASB JCG (Chair, Ali Higgins)

1. Establish clear understanding of the effectiveness of ASB toolkits and ensure a common approach is adhered to in the delivery of an ASB countywide toolkit.
2. Ensure there is effective data sharing between key partners to address ASB incidents.

Domestic Abuse JCG (Chair, Gill Warner)

1. Establish a clear understanding of C &YP's provision of domestic abuse services across the county and understand local needs.

2. Establish a clear understanding of service provision for perpetrators of domestic violence, identifying gaps and sharing best practice.

Public Confidence JCG (Chair, Tim Madgwick)

- Understanding the critical drivers that positively influence public confidence for the police and local authorities
- Ensure that we work together to understand these challenges and make sure our staff deliver these services
- Joint training in terms of customer service skills

SAFER COMMUNITIES FORUM STRUCTURE – APPENDIX B



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HALLMARKS OF EFFECTIVE PARTNERSHIP – APPENDIX C

Hallmark	How it works in North Yorkshire
<p>Empowered and Effective Leadership</p>	<p>The Safer Communities Forum is chaired by a nominated member from the Partnership (currently the Chief Fire Officer).</p> <p>The Safer Communities Forum membership consists of the police, the police authority, fire & rescue service, local authorities, primary care trust and the CSP chairs. Other agencies are invited to join the Forum as appropriate.</p> <p>The Forum ensures that the Community Safety Agreement is aligned to the local CSP JSIAs, the Community Safety Strategy and the Sustainable Community Strategy and the Children and Young People’s Plan.</p>
<p>Visible and Constructive Accountability</p>	<p>The Safer Communities Forum supports public consultation processes in order to ensure that the local communities views are listened to and taken into account when setting the local priorities in relation to community safety.</p> <p>The Community Safety Agreement clearly outlines what the partnership deliver/tackle at a county wide level.</p> <p>The JSIAs for each local CSP recommend what the CSPs will deliver/tackle at a local level, working in partnership.</p> <p>A county wide Communication Plan has been developed and agreed by the forum and will be delivered by the public confidence joint coordination group. From the plan a Communication Strategy will be developed which will outline the variety of media methods that will be used in order to keep communities informed of the work of the Safer Communities Forum, the Communications Joint</p>

	<p>Commissioning Group will support this.</p>
<p>Intelligence-led Business Process</p>	<p>The Safer Communities Forum holds meetings three times per year, reviewing the latest up to date crime reports and analysis in order to monitor progress.</p> <p>The draft Information Sharing Agreement is due to be signed off by the members of the Safer Communities Forum to formalise the sharing of de-personalised information between agencies.</p> <p>The NYSP will continue to oversee the development of the Local Information System, in order to improve methods of data sharing between partners, and make information more easily accessible to the general public.</p> <p>The JSIA process has been developed further throughout 2009/10 and is now a joint process of the JSIA and the police SIA. Due to the inclusion of the SIA the full review is undertaken annually with an interim review after 6 months. Public consultation exercises undertaken by the partner organisations are fed into this process (e.g. those listed under the consultation section). Through the JSIAs, priorities and tactical responses are agreed. Within 2010/11 there are plans to co-locate a police analyst within the county council performance team in order to assist with the delivery of the JSIA's and to provide analytical support for the development of problem profiles.</p> <p>Performance monitoring is through the police performance framework, Assessment of Policing and Community Safety, the Local Criminal Justice Boards performance management regime and by monitoring progress against the Local Area Agreement.</p>
<p>Effective and Responsive Delivery Structures</p>	<p>The Safer Communities Forum encourage cross boarder working between the districts within the county and with the Children's Trust, in order to achieve economies of scale, improve efficiency and effectiveness and share best practice.</p> <p>The Safer Communities Forum supports the CSPs in order to ensure that effective structures exist to monitor and deliver the priorities identified through the JSIAs and challenges non-delivery.</p>

<p>Engaged Communities</p>	<p>Via cooperation with partner agencies, the Safer Communities Forum ensures that consultation undertaken engages with all groups within the local communities. The Place Survey assists in identifying what concerns local people and how well partners are addressing concerns. Use is made of the more frequently undertaken Police Public Attitude Survey to support and enhance the results from the Place Survey. The surveys undertaken by the CSPs, Local Strategic Partnerships (LSPs) and District Councils will also be reviewed in future JSIAs. Lastly the Citizens Panel is used to explore key issues in more detail.</p> <p>Other forms of consultation are used as and when appropriate in order to support the consultation process and feed into the Safer Communities Forum's considerations.</p> <p>Where appropriate activities are targeted towards specific communities in order to address concerns.</p> <p>Updates and minutes from the Safer Communities Forum meeting are available publicly.</p>
<p>Appropriate Skills and Knowledge</p>	<p>The Safer Communities Forum review membership as necessary in order to ensure that the required skills and knowledge are available within the group.</p> <p>Knowledge gained from the JSIAs is used to set the priorities for the county. The JSIAs and the county wide CSA document include information on the make up of our local communities to inform decision making and ensure appropriate representation and consultation are undertaken.</p> <p>The Safer Communities Forum ensures that there is clarity and understanding concerning information sharing and the importance of this process.</p> <p>The Safer Communities Forum assists the CSPs if necessary with ensuring that appropriate people resources are in place in order to develop the JSIAs.</p>

PESTELO ANALYSIS – APPENDIX D

Political

The District Council elections will take place in 2011.

The next general election will take place no later than 3rd June 2010. Whichever political party is successful in the next election, there will be cuts in public expenditure, possibly around 10%. It is anticipated that a Labour Government would implement cuts from 2011 whilst a Conservative Government would hold an emergency budget and introduce cuts as soon as possible²⁴.

The Councillor Call for Action (CCFA) is part of a wider arrangement covering crime and disorder issues. Councillors will be able to raise concerns, review, scrutinise and make recommendations on the functions of the responsible authorities in the CSPs.

Environmental

Public services will have to support the Government in its legal obligation to significantly reduce the country's carbon footprint before 2050.

Social

The number of households within the county of North Yorkshire is expected to continue to rise from 251,000 in 2006 to 346,000 by 2031, an anticipated increase of 95,000 households, 27.8% increase. The highest increase in households is anticipated in Richmondshire district, 45%, and the lowest in Hambleton and Scarborough districts at 30.6% each.

The current population within the county of North Yorkshire is 599,200, which is based on the mid 2008 estimates. This figure is expected to increase to 740,100 by 2031, an anticipated increase of 140,900, 23.5%. The highest population increase is anticipated in Richmondshire district, 32%, and the lowest in Hambleton district at 17.1%. Within this, the male population aged 16-20 is currently 22,000 and is estimated to increase to 22,600 by 2031.

Based on the Department for Work and Pensions data, there are 11,321 lone parents within the county of North Yorkshire. Harrogate district has the highest number of lone parents at 2,933 and Ryedale has the lowest at 834. The number of lone parents has gradually been increasing since 1999²⁵ within the county.

3.4% (20,200) of the population are from ethnic minority groups within the county of North Yorkshire.

²⁴ NYP PESTELO analysis

²⁵ ONS for Nomis

The World Cup will be taking place between 11th June – 11th July 2010 and this could impact upon local crime and disorder issues, depending on which countries qualify. The H1N1 (Swine Flu) virus remains a threat to human health.

The economic recession has led to increased drinking in the home as a cheaper alternative, which may lead to an increase in alcohol related violence. The Conservative Party are proposing a late night levy on shops selling alcohol after 10.30pm and pubs and clubs after 12 midnight. Also proposed are increases in cost of higher strength drinks and bans on cheap drink deals.

Technological

The Government has introduced a vehicle scrappage scheme²⁶. The scheme could impact on 'theft from' and 'theft of' vehicle offences, by removing more vulnerable vehicles from the road. The scheme could also reduce the value of scrap metal.

As the technology industry continues to develop 'high tech' portable devices, instances of robbery of these 'attractive' items could increase.

The rapid development of technology will ensure that the threat of e-crime will not diminish in coming years, and that the challenges facing the police and partners will increase²⁷.

Economic

It was announced in January 2010 that the UK had come out of the recession based on the data reported up to quarter 4 2009. The economy is expected to pick up progressively within 2010 and 2011²⁸.

Within the county of North Yorkshire 13,000 people (4.3% of the economically active population) are currently unemployed. This is based on the latest data available (for the period July 2008 to June 2009) from the Annual Population Survey.

The latest data represents an increase of 0.2% from the previous reporting period (April 2008 – March 2009). The longer term trend is an increase from a low point of 2.3% (for the period January to December 2005).

Levels of unemployment within the county of North Yorkshire are expected to peak in 2010 to around 21560 of the economically active population being unemployed²⁹. This is compared to the 2009 base of 15970. It should be noted that the expected peak is considerably higher than the current levels of unemployment. This is because the current levels of unemployment are from the Annual Population Survey and the expected peak is based on the Experian/Yorkshire Forward Regional Econometric Model.

²⁶ HM Treasury, Budget 2009, Building Britain's Future

²⁷ NYP PESTELO analysis

²⁸ http://www.hm-treasury.gov.uk/d/Budget2009/bud09_completereport_2520.pdf

²⁹ Experian / Yorkshire Forward Regional Econometric Model

The Job Seekers Allowance (JSA) claimants in the county of North Yorkshire currently stands at 10,259, 2.9% of the resident working age population (as of December 2009). This measure of unemployment has been at or around the 10,000 mark since February 2009. There was a sharp increase in claimants from 4,500 in June 2008 to more than double that number in February 2009. The annual change to December 2009 is an increase of 43%. Further increases are likely as redundancies feed into the benefits system.

28.0% of JSA claimants are aged 18-24 (December 2009). This has fallen from a recent high of 30.1% in February 2009. This figure could remain high as many students leaving university or leaving college are finding it difficult to find job opportunities within the current climate.

For the period July 2008 to June 2009, 78.2% of the resident working age population of North Yorkshire were in employment. The lowest rate of employment was in Craven at 72.3% and the highest in Richmondshire at 83.8%.

The number of live unfilled job vacancies notified to Jobcentre Plus was 2,284 in December 2009 for the county of North Yorkshire. This is a 6% increase on the year (from 2,154 in December 2008) but a 10% decrease on the previous month of November 2009 (2,534 jobs notified). In December 2009 there were 4.5 JSA claimants per unfilled job centre vacancy.

The Impact of the Economic Downturn (IED) report reported a decrease in foreign worker registrations and an increase in those returning to their home countries due to falling employment in construction. As a result there will be a shift in the make up of local communities. Intelligence suggests that in recent months this trend has started to reverse, in particularly in relation to Polish nationals returning to the UK, it is predicted that this return to the UK of Eastern European workers will continue.

Legislative

The new Policing and Crime Bill 2009 received royal ascent on 12th November 2009 and highlights the Government's renewed attention on tackling alcohol related crime. The Bill introduces measures to further enhance the power of local communities with greater accountability and accessibility of the public.

The Policing and Crime Bill 2009 also increases the responsibilities of CSPs and statutory supervision for overview and scrutiny. This emphasises partnership working and accountability.

Organisational

Partners maybe affected by budgetary constraints, which will add further pressures on resources for community safety.

CITY OF YORK COMMUNITY SAFETY PRIORITIES – APPENDIX E

The City of York Community Safety priorities for 2010/11 are as follows: -

- Volume crime: cycle theft, burglary, vehicle crime and business crime
- Violent crime: domestic abuse and night time economy related
- Alcohol and drugs
- Safer neighbourhoods: ASB, fear of crime and public confidence and road safety

Under the Safer Communities agenda the City of York is working towards the delivery of the following targets:

Indicator reference	Description of measure	Target 2010/11
NI16	Serious acquisitive crime rate.	18.3
NI17	Perceptions of anti social behaviour.	TBC
NI19	Rate of proven re-offending by young offenders.	1.66
NI30	Re-offending rate of prolific and priority offenders.	TBC
NI38	Drug related (Class A) offending rate.	0.98
NI39	Alcohol harm related hospital admission rates.	1,675 per 100,000
NI47	People killed or seriously injured in road traffic accidents.	81
NI 115	Substance misuse by young people.	9.2%
NI111	First time entrants to the youth justice system aged 10-17.	TBC

Please note the LAA targets have been amended as part of the refresh process and still need confirmation, so targets could be subject to change.

CONSULTATION – APPENDIX F

Place survey results

Question	County rate (%) November 2008	County rate (%) November 2009
% who feel that the level of crime is important in making somewhere a good place to live	58.6	-
% who feel that the level of crime is one of the things which most needs improving	18.5	-
% who believe that local public services are working together to make the area safer, a great deal or to some extent	59.4	-
% who have been a member of a decision making group set up to tackle crime in the last 12 months	2.8	-
% who feel very or fairly safe when outside in their local area after dark	66.9	-
% who feel very or fairly safe when outside in their local area during the day	94.6	-
% who feel noisy neighbours or loud parties is a very big / fairly big problem	9	8
% who feel teenagers hanging around the streets is a very / fairly big problem	32	21
% who feel that rubbish or litter lying around is a very / fairly big problem	24	21
% who feel that vandalism, graffiti & other deliberate damage to property or vehicles is a very / fairly big problem	20	13
% who feel that people using or dealing drugs is a very /fairly big problem	21	15
% who feel that people being drunk or rowdy in a public place is a very /fairly big problem	22	17
% who feel that abandoned or burnt out cars is a very /fairly big problem	3	2
% who strongly or tend to agree that the police and other local public services seek people's views about crime & disorder issues in the local area	25	28
% who strongly or tend to agree that the police and other local public services are successfully dealing with these issues	30	31

British crime survey

Category	12 months to June 2009	12 months to September 2009	Difference (pp)
% of people who agree that the police and local council are dealing with crime/ASB	50.9%	51.2%	+0.3
% of people who agree that the police and local council understand crime/ASB	47.6%	48.3%	+0.7
% of people who agree that the police and local council keep informed about crime/ASB	46.1%	46.5%	+0.4
% of people who perceive ASB to be an issue	9.6%	7.8%	-1.8
% of people who perceive drug use / dealing to be an issue	20.4%	17.4%	-3
% of people who perceive drunk and rowdy behaviour to be a problem	19.2%	18.8%	-0.4
% of people worried about the risk of household crime	9.3%	9.7%	+0.4
% of people worried about the risk of personal crime	3.7%	4.0%	+0.3

REPORTING CONSTRAINTS – APPENDIX G

March 2009 JSIA data gaps				
Gap identified	Lead organisation	Action(s)	Progress to date	Status
Data only available at County level for drug misuse.	DAT	<ul style="list-style-type: none"> - Set up agreement with service providers to provide localised data. - Set up a process to obtain consent from clients. - Make use of postcode reports from NDTMS. 	<ul style="list-style-type: none"> - Local district level information available for Craven district from the DAT (North Yorkshire). - Postcode reports are now available from the NTA which enables drug users to be reviewed per district. 	Completed / closed
Data only available at County level for Young Offenders	YJS	<ul style="list-style-type: none"> - NYCC met with the YJS to discuss what data could be provided at postcode level to provide local context. 	<ul style="list-style-type: none"> - YJS have provided data in relation to NI 19, 43, 44, 45, 46 & 111 at postcode level so the information can be mapped at a local level. 	Completed / closed
ASB data not comparable within the County	District Councils	<ul style="list-style-type: none"> - Reviewed current ASB data collated by the district councils. - Established if there are any commonalities. 	<ul style="list-style-type: none"> - After reviewing this area and undertaking an exercise where NYCC collected information from the district councils on what data they record it was decided that there is no need for standard ASB definitions within the district councils at this time. This is because the districts within North Yorkshire would not be compared to each other, as comparisons are based on the most similar CSP family. 	Completed / closed
Lack of probation data at a local level	Probation	<ul style="list-style-type: none"> - NYCC met with Probation to discuss what data could be used to inform and influence the JSIAs. 	<ul style="list-style-type: none"> - Probation is now providing monthly updates in relation to the results from the OASys survey. This data is at postcode level in order to provide a localised picture of offender needs, risks, behaviour etc. 	Completed / closed
Data only available at PCT level in relation to alcohol misuse	DAT / NHS North Yorkshire & York (PCT)	<ul style="list-style-type: none"> - The DAT no longer over see the commissioning of services in relation to alcohol. This is now a PCT responsibility. 	<ul style="list-style-type: none"> - Data on alcohol misuse has been sourced via a number of channels. - The PCT have provided information on the alcohol services available within each district. 	On-going
Capture of repeat	MARAC	<ul style="list-style-type: none"> - Establish a way to capture repeat 	<ul style="list-style-type: none"> - The CSP Analyst from York has designed a 	Completed

incidents of domestic violence at the MARACs	groups	cases referred to the MARAC	spreadsheet to capture the information relating to repeat cases of domestic abuse.	
PPOs data on numbers involved with DIP, Probation, YJS etc at a district level	Integrated Offender Manager	- Data in relation to PPOs is required at district level in order to be more meaning full in the JSIAs.	- Data in relation to PPOs is still captured at the police basic command unit (BCU) level. As Probation operate to the same structure this is unlikely to change - Data in relation to PPO re-offending is only available at North Yorkshire level. This information is provided by the Home Office and there are no plans to disaggregate.	On-going
Provision of NI45 data at a district level	YJS	- NYCC met with the YJS to discuss what data could be provided at postcode level to provide local context.	- The YJS have provided record level data in relation to NI 45 and this has been mapped to the districts to provide a local overview.	Completed
There is a analytical capability gap for the 'Eastern Area' CSPs.	CSP Managers (and partners)		- A funding proposal was submitted to support the Eastern Area CSPs for a 1 year period. This was unsuccessful. - York CSP has recently recruited another analyst who will complete work on behalf of the Eastern Area CSPs.	On-going
November 2009 JSIA data gaps				
Require YJS data for all offenders highlighting the type of offence committed per district.	YJS		- This data gap was identified after the JSIA process was completed. As a result this data will be requested from the YJS for the next round of assessments. - The YJS have stated that this data can be provided.	
Require local DAT information which can	DAT		- There are still issues with consent for the other districts so no comparable local level data is available.	

<p>be broken down to ward level as per Craven data</p>			<p>- Once the process is established it will enable the DAT data to be provided down to ward level as per the Craven data.</p>	
<p>CSPs have requested that sexual offences are included in the scoring matrix next year.</p>				
<p>CSPs have requested that violent crime is reviewed differently.</p>		<ul style="list-style-type: none"> - Common assault - Serious violence (NI 15) - Assault with less serious injury (NI 20) 		
<p>Scarborough CSP has stated that the 12 month rolling data needs to include the latest July and August data due to seasonal trends.</p>				
<p>Review the wording of the scoring matrix to make more appropriate.</p>				