

The police authority role in neighbourhood policing

Ensuring sustainability

Guidance from the
Association of Police Authorities



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1 Introduction

1 Background to neighbourhood policing

This guidance has been produced specifically for police authorities to support them in ensuring that the successful delivery of neighbourhood policing is sustained and embedded across forces.

The Association of Police Authorities (APA) Neighbourhood Policing Policy Group initiated the production of this guidance. This was endorsed by the final report of the independent *Review of Policing*, Recommendation 32.¹

“The APA with the support of the NPIA [National Policing Improvement Agency], should develop guidance for police authorities on how they can promote and sustain Neighbourhood Policing.

This guidance should be completed by July 2008.

HMIC [Her Majesty’s Inspectorate of Constabulary], the Audit Commission and the Wales Audit Office should assess, as part of police authority inspection, how well police authorities contribute to embedding and sustaining Neighbourhood Policing and its outcomes.”

The National Reassurance Policing Programme (NRPP) operated a form of neighbourhood policing across 16 trial sites in eight forces in England between 2003 and 2005. The programme involved local communities in identifying crime and disorder issues in their neighbourhoods, which they then tackled together with the police and other public service providers and partners.

The Home Office Research, Development and Statistics Directorate undertook evaluation of the NRPP across all the sites. The study was designed to measure the impact of the programme on public perceptions of crime and anti-social behaviour (ASB), feelings of safety, worry about crime, public engagement, satisfaction and confidence in the police, and levels of social capacity. The evaluation provided a consistent picture of positive change in key outcome indicators that can be attributed to neighbourhood policing. Statistically significant improvements were

demonstrated in relation to crime, perceptions of crime, perceptions of ASB, feelings of safety, perceptions of community engagement and overall public confidence in the police.

The pattern of results clearly demonstrated that visibility and familiarity were not enough in themselves to improve confidence or to reduce crime and perceptions of anti-social behaviour. It was evident in the research that targeted engagement and problem solving were also essential elements to effective neighbourhood policing.

Communities notice the difference when the police work directly on the problems prioritised by local people. Involving individuals and communities in collaborative problem solving together with police and partners has a significant impact on perceptions of safety.

Evidence shows that communities want local neighbourhood policing to tackle the issues that matter most to them. Community engagement, which lies at the heart of the approach, brings highly-localised problems to the attention of the police. Neighbourhood policing enables communities with the police to determine the priorities for action. When neighbourhood teams tackle these in partnership with communities and other local services neighbourhoods feel safer and are safer for those living and working in them.

The evidence suggests that if implemented properly neighbourhood policing can help to cut crime and anti-social behaviour and increase public confidence. The three critical elements were found to be:

- the presence of visible, accessible and locally known authority figures in neighbourhoods, in particular police officers and police community support officers (PCSOs);
- community involvement in the process of identifying priorities and taking action to deal with them; and

¹ *Review of Policing, Final Report*, Sir Ronnie Flanagan, February 2008

- targeted policing activity and problem solving to tackle crimes and disorder that matter most to local people

2 The aims of neighbourhood policing

The purpose of neighbourhood policing is to deliver the right people, at the right places and in the right numbers, in order to create neighbourhoods that are safe and feel safe. The national Neighbourhood Policing Programme (NPP) was established with the support of the Association of Chief Police Officers (ACPO), the APA and the Home Office to support the achievement of dedicated neighbourhood teams in all areas of England and Wales by 2008 including recruitment of 16,000 police community support officers (PCSOs) by April 2007.

Neighbourhood policing aims to provide communities with:

- **access** – to policing or community safety services through a named point of contact
- **influence** – over community safety priorities in their neighbourhood
- **interventions** – joint action with communities and partners to solve problems; and
- **answers** – sustainable solutions to problems and feedback of the results.

Whilst 'neighbourhood' generally describes a geographic area, there is no universal definition shared by all community safety partners. Communities themselves also have widely differing views of what constitutes their neighbourhood. For the purposes of neighbourhood policing a neighbourhood should be defined through local agreement between communities, local authorities, police, police authorities and partner organisations.

As each neighbourhood team is dedicated to a locally-agreed geographic area, the size and composition will vary according to local need and resources. There is not a 'one size fits all' model to

neighbourhood policing and partnerships will need to take into account the differing local circumstances that may exist across a force area.

Despite reductions in overall crime, some disorders and criminal offences generate fear and insecurity and can change the way that people go about their daily lives. Neighbourhood policing is about confidence – confidence that the police are working closely with their partners and the community to understand the issues that matter to people, and are dealing with them. Confidence in policing is essential, it provides legitimacy and the community support needed to act in preventing crime and bringing offenders to justice.

The link between national and international threats and events and the impact that these can have on local communities also needs to be recognised, for example people trafficking, prostitution, terrorism and serious and organised crime. It is essential to have appropriate delivery structures and processes in place at all levels of delivery within the police and partner agencies to ensure that there is sufficient capacity to impact upon these broader issues effectively.

3 Why produce guidance

The role of the police authority is fundamental to the successful delivery and sustainability of neighbourhood policing. Authorities have already made a significant contribution through overseeing the implementation of neighbourhood policing locally, and by ensuring that neighbourhood policing has received the appropriate level of prioritised investment locally.

Key outcomes from successful implementation of neighbourhood policing should be building trust and confidence, and reducing the fear of crime within neighbourhoods. These outcomes are reflected within the indicators under *PSA Delivery Agreement 23 – Make Communities Safer (PSA23)*. Public service agreements (PSAs) are cross-government department priorities announced as part of the Government's comprehensive spending

review (CSR). The current PSAs cover the spending period from 2008-2011.

PSA23 is a key PSA that forces will be delivering against, and authorities should be monitoring through the indicators contained within the new Assessing Police and Community Safety (APACS) Performance Framework previously Police Performance Assessment Framework (PPAF).

Police authorities have a number of key statutory duties which go to the heart of their role in sustaining neighbourhood policing. These include:

- The Police Act 1996, Section 3 states that *'every police authority shall secure the maintenance of an efficient and effective police force for its area'*;
- this was amended by the Police and Justice Act 2006, Section 7 to add *'and shall hold the chief officer of police of that force to account for the exercise of his functions and those of persons under his direction and control'*;
- Police Act 1996, Section 7, states that *'every police authority shall, before the beginning of each financial year, determine objectives for the policing of the authority's area during that year; before determining objectives the authority shall*
 - *consult the chief constable and consider any views obtained from local people in the area²;*
- obtaining the views of local people in the area about matters concerning the policing of the area; and
- obtaining their cooperation with the police in preventing crime in the area.

*Accountability in action*³ identifies how authorities have made a difference to policing in their local areas including some useful examples to demonstrate how authorities have influenced the delivery of neighbourhood policing locally.

² Police Act 1996, Section 96

³ *Accountability in action – police authorities adding value*, APA, 2007

4 Purpose of the guidance

The aim of the guidance is to:

- enable police authorities to develop their role and strategy for sustaining the provision of neighbourhood policing;
- provide information to support a focused approach to oversight of the sustainability of neighbourhood policing;
- support authorities in fulfilling their responsibilities by providing a practical framework; and
- ensure authorities are effectively contributing to the mainstreaming and embedding of neighbourhood policing within their area.

Police authorities have already successfully overseen the implementation and delivery of a dedicated neighbourhood policing team by April 2008 to each neighbourhood in England and Wales. The key issue now, through effective oversight and scrutiny, is to ensure the sustainability of neighbourhood policing to achieve all the desired outcomes:

- an increase in trust and confidence amongst communities;
- the police working closely with their partners and the community to understand the issues that matter to people; and
- the police dealing with such issues effectively.

The performance section of this guidance provides further detail.

What this actually means in practical terms is that where neighbourhood policing is mainstreamed and embedded it needs to have been implemented consistently across the force area, integrated with other areas of policing business – response policing and call handling, all with the aim of delivering an improved service to the public.

This guidance can also be utilised as a framework to support the authority in demonstrating its effectiveness as part of the future police authority

inspection process to be undertaken jointly by HMIC, the Audit Commission and the Wales Audit Office.

This guidance draws upon and reflects:

- the NRPP;
- the *Review of Policing* – interim and final reports; and
- learning from the NPP.

2 The review of policing in England and Wales

The Government's review on security, crime and justice, *Building on Progress* was published on 27 March 2007 and on the same day it was announced that an independent review of policing was to be established. Sir Ronnie Flanagan⁴ was appointed to conduct the review

On 12 September 2007, an interim report⁵ was published, the findings emphasised the need to mainstream neighbourhood policing with the wider police family, recognising the interdependencies with other areas of policing, particularly with response teams.

The interim report highlighted four key areas that need addressing to ensure neighbourhood policing is acknowledged as an essential component of a modern and professional police service.

Developing and extending partnership working

Developing and extending partnership working with a range of partners in order to find long-term solutions to crime, the fear of crime and quality of life issues

Cultural change

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

Performance measurement

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

Police community support officers

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

1 The final report of the review of policing

The final report⁶ was published on 7 February 2008. The report proposes an alternative vision of 21st century policing to achieve – **the right people in the right places at the right times, doing the right things, in partnership, for the public.**

The report highlighted the success of neighbourhood policing and was careful not to prescribe what neighbourhood policing should look like locally; however, it built upon the work of the NPP.

Chapter 6 of the report – 'Delivering in partnership' – details the review's finding on neighbourhood policing which should also be read in conjunction with this guidance. The chapter emphasises the importance of neighbourhood policing in supporting the future challenges of the police service.

There are a number of key paragraphs and recommendations within the final report that outline and support the role of the police authority and the development and content of this guidance, and details of these follow here.

Paragraph 6.31

The central bodies that support policing – such as the Home Office, the APA, HMIC, the NPIA and individual forces – must focus on promoting and supporting the visibility, engagement and problem solving that are central to successful neighbourhood policing and enabling and underpinning the delivery of these outcomes. As the interim report demonstrated, training and development, continuity of staff and workforce

⁴ Sir Ronnie Flanagan, HMIC

⁵ *Review of Policing, Interim Report*, Sir Ronnie Flanagan, September 2007

⁶ *Review of Policing, Final Report*, Sir Ronnie Flanagan, February 2008

mix, deployment practices and budget setting all impact upon the successful delivery of neighbourhood policing.

Paragraph 6.36

Ensuring an effective resource base for neighbourhood policing is critical and the decision by the Home Secretary to implement the interim recommendation to ring fence PCSO funding for a further year is welcome. There is an appreciation across the Home Office, Association of Chief Police Officers (ACPO) and the APA that neighbourhood policing must be embedded and sustained with continued support from the NPIA.

Paragraph 6.40

Police authorities have a valuable role to play in supporting the embedding of neighbourhood policing. As this report makes clear in **Section 2** and **Section 7**, robust scrutiny and challenge from police authorities should be an important driver of performance across policing and an important mechanism for relaying the views of the public to a force about priorities. Both sections also make recommendations about how this capacity can be enhanced.

Paragraph 6.42

The APA should work with the NPIA to produce clear guidance for promoting and sustaining neighbourhood policing. The effectiveness of police authorities in this regard should be considered as part of the police authority inspection process to be undertaken jointly by HMIC, the Audit Commission and the Wales Audit Office.

Recommendation 31

ACPO, the APA and the NPIA should develop a broad set of principles for minimising abstraction from neighbourhood policing teams by April 2008. These should be adopted by all forces no later than June 2008.

Recommendation 32

The APA, with the support of the NPIA, should develop guidance for police authorities on how they can promote and sustain neighbourhood policing. This guidance should be completed by July 2008.

3 The role of the police authority

There are six key areas where police authorities will wish to focus their oversight, monitoring and scrutiny to ensure that forces sustain and embed neighbourhood policing. These are:

- **strategic direction;**
- **performance;**
- **community engagement;**
- **value for money;**
- **learning and development;** and
- **collaborative partnerships**

A self-assessment framework is included in **Section 4** to assist authorities to assess progress against each of these headings.

1 Strategic direction

The police authority strategic role includes:

- consulting with and reporting back to communities;
- identifying and setting priorities;
- planning;
- ensuring delivery of the policing plan; and
- performance monitoring

To support the embedding and sustainability of neighbourhood policing, policing plans, priorities and objectives need to include neighbourhood policing and also take into account the wider citizen focus agenda.

Authorities will wish to demonstrate their commitment to both by holding the force to account for neighbourhood policing, and by ensuring that there is a sustainable strategy in place for the future.

A number of specific areas for the future will impact upon the sustainability of neighbourhood policing, these include: the challenging financial climate, local police budgets, external funding (partnerships), human resources (HR), local targets,

governance and continuous improvement (HMIC reports).

Police budget

Neighbourhood policing and citizen focus should feature within the development of the forward budget to ensure the approaches are embedded within the force, and are included within the policing plan. The force's human resource (HR) strategy should be being regularly monitored by the police authority, which details how the force will meet the priorities outlined in the annual policing plan.

External funding

The authority should play a role in monitoring the sustainability of external funding through ongoing scrutiny of the overall police budget. External funding can be considered within the wider risk management approach to ensure the authority is aware of external funding, timescales and projections. The authority will wish to be content that all avenues for external funding have been exploited (e.g., parish/town councils, business partnerships, specific grants, sponsorship, council funding, schools, etc).

Human resources

The APA guide *People Matters*⁷ should be read in conjunction with this guidance. It was developed to provide a framework to support authorities when considering force performance, policy or practice on any police personnel issue.

People Matters provides some useful references and suggests a number of key issues that police authorities should take into account when setting targets, and being satisfied that appropriate arrangements are in place within the force to effectively achieve these targets and priorities. The police budget is largely reflective of employee costs and therefore, the linkages between the police budget, the policing plan and HR plan are crucial.

⁷ *People Matters: a framework for police authority oversight of police human resource plans – a guide for police authorities*, APA, 2004

Local targets

Police authorities and forces when negotiating local priorities with local authorities and local delivery partners for example through the local area agreement (LAA) processes should ensure that the LAA has regard to the policing plan. Equally, the police and police authority have a duty to cooperate to contribute to the delivery of any targets that have been signed up to within the LAA. It is for police authorities to ensure that local improvement targets take into account neighbourhood policing and citizen focus, and that there is an agreed process for signing off LAA targets.

Within Wales, local service boards (LSBs) are being established in some areas to develop local delivery agreements (LDAs) from April 2008, as local area agreements only apply to England. The aim is to have an LSB in place in every area by 2010. LSBs will identify priorities for adding value to the delivery of the community strategy. The LDA will provide the focus for this delivery.

Police authorities when setting local policing objectives are encouraged to focus on performance not measured elsewhere in APACS. This means focusing on performance improvement not assessed by a national statutory performance indicator (SPI). Further information can be found in the interim good practice guidance.⁸

Governance

Each authority has its own committee structure which forms part of the scrutiny and governance role. It is important to ensure that these processes and structures are effective to support the sustainability of neighbourhood policing and the development of a citizen-focused approach. This can be achieved by having a lead member and officer, reporting regularly to the authority at the most appropriate level, particularly in relation to exception reporting

Although lead members and officers can play a role in continuously raising the profile of and championing the principles of neighbourhood

policing and citizen focus, authorities should not rely solely upon this approach. Embedding neighbourhood policing and a citizen-focused approach requires significant systemic cultural changes – this needs to be recognised throughout all of the business of the police authority and the force. The authority can champion the strong leadership needed to effect this type of change and bring about the desired outcomes.

The authority needs to consider how it can ensure the full authority monitors areas of concern/ weakness or underperformance. The lead member for neighbourhood policing can assist if they are appropriately engaged with existing force structures to scrutinise progress and developments.

Continuous improvements (HMIC reports)

A process should be in place to monitor and review force progress as a 'critical friend' against any areas for improvement identified by HMIC through the assessment of neighbourhood policing and citizen focus. Authorities may find it helpful to engage with their local HMI to fully understand the issues identified so that forces can be supported effectively to improve where necessary. Police authorities should be actively engaged throughout the assessment process undertaken by HMIC.

2 Performance

It is the police authority's job to monitor force performance to ensure an efficient and effective police service is delivered to local people. Authorities already have well-developed performance management arrangements.

*Police Performance Management: Practical Guidance for Police Authorities*⁹ describes the hallmarks of effective performance management, for authorities to check if they are fulfilling their performance management role effectively across all areas of police business including neighbourhood policing and citizen focus.

⁸ *Setting local policing plan priorities and assessing performance within APACS, Interim good practice guidance for police authorities and police forces*, Home Office/ACPO/APA, February 2008

⁹ *Police Performance Management: Practical Guidance for Police Authorities*, Home Office/APA, 2006

The hallmarks of effective performance management by police authorities are that:

- the authority leads in setting policing priorities and targets, and sets the agenda for monitoring delivery;
- performance management coverage is comprehensive – the authority considers the performance of all the functions of the force;
- the authority is engaged in working with partners to influence the delivery on community priorities;
- members understand the performance management role and what they need to do to be able to fulfil it;
- members have appropriate level of professional expertise available within the authority to support them;
- authority members and officers are supportive but challenging in their key relationship with the chief officer – this key relationship enables the authority to work with the force without becoming too close to it;
- members lead the review of performance through effective questioning and rigorous follow up during meetings with the force;
- the authority sets aside adequate time for the consideration of performance and makes best use of that time through focus and preparation;
- the authority understands its performance information and uses it as a tool for scrutinizing and managing performance; and
- the authority requests and receives timely, accurate and relevant performance data, analysis and information.

The new APACS performance framework contains a number of performance indicators linked to the desired outcomes of neighbourhood policing. The new APACS indicator set came into use in April 2008 for forces in England and Wales, and for partnership working in England. The emphasis on

trust, confidence and satisfaction, is important for police authorities and forces to focus on to ensure the benefits are realised.

The Home Office APACS team continue to work closely with Welsh Assembly Government to ensure that effective links are made in Wales. The Home Office and Welsh Assembly Government will be contacting stakeholders in Wales soon to provide an update on APACS in Wales.

Within PSA23 there are a number of national indicators that authorities should be looking to monitor that the force is delivering against.

The table at **Figure 1** details the SPIs contained within APACS that are relevant to neighbourhood policing which authorities will wish to monitor.

The previous set of key diagnostic indicators (KDIs) that were used to monitor the success of neighbourhood policing have now been replaced with joint police and local council statutory performance indicators (SPIs).

3.2.8 The national NPP team undertook performance evaluation research,¹⁰ and have subsequently produced a performance guide¹¹ which authorities may find useful in understanding how basic command units (BCUs) and individuals should be held accountable for achieving and contributing to team and BCU objectives and targets. Authorities need to be satisfied that performance objectives and outcomes are appropriately reflected in staff and officer appraisal and performance development review processes.

Authorities can also undertake some comparison analysis. This can be done by comparing performance within the 'most similar forces' (MSF) grouping and by regular scrutiny of iQuanta data. As part of the ongoing scrutiny of performance by authorities, consideration should now be given to including local improvement targets within LAAs and force performance against those LAA targets that forces and authorities have signed up to as well as those within APACS. Importantly, as with any

10 *Neighbourhood Policing Programme Performance Evaluation Report*, NPIA, August 2007

11 *Neighbourhood Policing: Performance Guide*, NPIA, 2007

Figure 1 SPIs contained within APACS relevant to neighbourhood policing

SPI 1.1 Satisfaction with service delivery (police) Full title Percentage of users that are satisfied with the overall service provided by the police				
Data item	Collection frequency	Collection level	Data format	Data source
Percentage of users satisfied	Quarterly	BCU/force	Percentage	Police
SPI 2.1/NI 27 Understanding local concerns (agencies) Full title Percentage of people who agree that the police and local councils seek their views on anti-social behavior and crime issues in their area				
Data item	Collection frequency	Collection level	Data format	Data source
Percentage of people who agree	Rolling annual estimates reported quarterly, collected continuously	Force	Percentage	British Crime Survey
SPI 2.2/NI 21 Dealing with local concerns (agencies) Full title Percentage of people who agree that the police and local councils are dealing with anti-social behavior and crime issues that matter in their area				
Data item	Collection frequency	Collection level	Data format	Data source
Percentage of people who agree	Rolling annual estimates reported quarterly, collected continuously	Force	Percentage	British Crime Survey
SPI 2.3 Residents' perception of police performance Full title Percentage of the public who think the police in their area are doing a good job				
Data item	Collection frequency	Collection level	Data format	Data source
Percentage of public who think the police are doing a good job	Rolling annual estimates reported quarterly, collected continuously	Force	Percentage	British Crime Survey
SPI 4.1/NI 17 Perception of anti-social behaviour Full title Percentage of people who perceive a high level of anti-social behavior in their local area				
Data item	Collection frequency	Collection level	Data format	Data source
Percentage of people who perceive high level of anti-social behaviour	Quarterly	Force	Percentage	British Crime Survey

performance monitoring analysis needs to include the direction of travel. This approach will form part of the new comprehensive area assessments (CAAs)(England only) due to commence in 2009.

Authorities will also wish to look at how the force monitors its own abstraction policy for neighbourhood policing staff, including

- how it is applied;
- whether it has a clear and measurable definition
- how it is monitored by the force at the neighbourhood policing team level, BCU level and force level; and
- what action is taken, and by whom, if targets are missed.

The continuity in post of BCU commanders, neighbourhood managers and neighbourhood staff (police constables, PCSOs, wardens, specials) is an area that the authority would wish to include as part of its monitoring role. If there is a high turnover of staff this could impact on trust and confidence satisfaction levels within local communities, and also with local delivery partners.

3 Community engagement

Community engagement is a key statutory role of the police authority and a key element in the effective delivery of neighbourhood policing. The police authority and the force should have a clear and joint engagement strategy for all areas of business, including citizen focus and neighbourhood policing. This should link activity and ensures results are captured to inform decision making processes across the authority and force. A joint strategy can help rationalise and align engagement plans, and capture and share data with key stakeholders and partners such as crime and disorder reduction partnerships (CDRPs), local strategic partnerships (LSPs) and local criminal justice boards (LCJBs).

Authorities should also work with forces in reaching those groups that are more difficult to

engage. Enactment of the new Crime and Disorder Regulations 2007¹² in relation to community engagement and information sharing should encourage the authority and the force, as responsible authorities to develop these processes and approaches further. The authority and force will need to take into account the impact of the new duty to involve the community which applies to local authorities from April 2009.¹³

The force should be developing their approach to neighbourhood profiling and mapping, which is populated and owned at the neighbourhood level. The NPP is developing guidance for forces on neighbourhood profiles and this will be published during 2008. Police authorities should take account of this information to ensure authority and force community engagement processes are appropriate and reflective of the diversity of communities and is driven by neighbourhood profiles.

Police authorities should ensure that strategic decision-making and priority setting is informed by information gained through neighbourhood policing, so processes should be in place to aggregate key issues and priorities, and the policing plan should be able to articulate which priorities have been informed by communities and how.

Local policing summaries¹⁴ are a way for authorities to deliver information to the local communities about policing. There are clear links between community engagement and communications, and authorities may wish to consider developing a joint engagement and communications strategy. There are a number of documents that have been produced to support police authorities and forces produce effective summaries.

Local charters are a relatively new development, but an effective way to help communities, local authorities and other providers of public services, to work together. The Department of Communities and Local Government (CLG) has produced guidance¹⁵ for local authorities on how to produce

12 The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007(Statutory Instrument 1830) and The Crime and Disorder (Prescribed Information) Regulations 2007 (Statutory Instrument 1831)

13 Local Government and Public Involvement in Health Act 2007

14 *Citizen Focus, Local Policing Summaries Good Practice Guide: Maximising Impact*, Home Office, April 2007

15 *How to develop a local charter – a guide for local authorities*, CLG, March 2008

a local charter. A local charter is a voluntary agreement between the community, the local authority and other service providers, and describes the standards that can be expected by local people from the local authority and other agencies, with commitments from service providers, local groups and residents to help meet local community priorities.

The guidance details some case studies; one includes Beanhill Neighbourhood Agreement, Milton Keynes. The document has been produced in partnership with the police, the parish council, the primary care trust, the council and the community safety partnership.

The APA has recently produced community engagement guidance¹⁶ which outlines the statutory and legislative framework for community engagement, an outline of policy development and the implications for police authorities to consult. Authorities may find it helpful to read these together.

4 Value for money

The authority has a fundamental role to ensure an efficient and effective police service, and ensuring value for money for the local community is important. The authority should aim to ensure that the force recognises the importance of realising fully the benefits of neighbourhood policing leading to an improvement in outcomes and in turn making better use of the resources available. This can be done by identifying what works and does not work through evaluation to identify efficiencies or to address poor performance.

Police authorities continue to have a statutory duty to secure best value – economy, efficiency and effectiveness.

The Audit Commission's findings in *Police Use of Resources 2006/07*¹⁷ looked for the second year at how police authorities and forces were achieving value for money, financial management and governance standards and accountability.

The published summary states that '*police authorities and forces will need to maximize their available resources if they are to deliver neighbourhood policing to all local areas by 2008*'.

Police authorities therefore need to demonstrate that they are holding forces to account by effectively monitoring how the police are making the best use of resources to deliver value for money for the local community.

Key recommendations for police authorities and forces were:

Police authorities need to ensure that forces are making the best use of resources. They should ensure that value for money is a prime consideration when:

- setting priorities for safer and stronger communities; and
- using their scrutiny role to ensure that the force works strategically and effectively with local service partners, directing resources to local priorities in the best way

They need to ensure that internal controls for the authority and force are in place and effective. In particular, they need to review the effectiveness of audit committees and promote high standards of ethical conduct for members and officers.

Police forces need to maximise their available resources to deliver local priorities. They should:

- use performance and financial data to benchmark and challenge how resources are used to deliver policing priorities; and
- work with partners to determine the best method for delivering safer and stronger communities within the force and local area.

Police use of resources assessments are made across the following five themes: financial reporting, financial management, financial standing, internal control, and value for money. Judgements are then made across the five themes and these are used to calculate the overall police

¹⁶ *Engaging, consulting and informing communities – how to review and develop police authority strategies*, APA, June 2008

¹⁷ *Police Use of Resources 2006/07 Summary results*, Audit Commission, December 2007

¹⁸ *Efficiency and Productivity Strategy for the Police Service 2008 – 11*, Home Office, February 2008

use of resources (PURE) score for each police authority and force. A number of examples of good practice have been captured during this process and the Audit Commission website provides details of case studies from police authorities and forces that have performed well.

The tripartite efficiency and productivity strategy¹⁸ published in February 2008 sets targets for efficiency and productivity improvements and creates a framework to ensure that the improvements take place. Responsibility rests with authorities and forces in improving efficiency and productivity by making better use of resources.

Authorities in producing a three-year local policing plan need to detail how forces will respond to the efficiency and productivity improvements required as well as how they will deliver the national and local policing priorities.

The authority should also be considering how it will take forward the Government Efficiency and Productivity Strategy for the Police Service 2008-11. Improving efficiency is a core responsibility of the police authority and force and should be integrated as part of local policing plans.

Authorities will wish to monitor the inputs into neighbourhood policing and analyse these against the outcomes. The NPP team undertook an exercise to obtain financial information on the resourcing and organisational costs to implement neighbourhood policing across England and Wales.

The evaluation report¹⁹ has been published and circulated to forces and authorities, the report contains a suggested neighbourhood policing costing model which has been developed for use by authorities and forces. Police authorities may wish to encourage forces to adopt the costing model, and then utilise the information to monitoring the forces inputs and outcomes.

5 Learning and development

Through the regular monitoring of police human resources the authority should also take into

account the additional and improved approaches to training, learning and development needed to support the embedding of neighbourhood policing and a citizen focus approach to service delivery within the force, including the organisational learning that can arise as a consequence.

The force's training (learning and development) strategy should link to the force's HR strategy and the costed annual HR plan which are key documents to set out this approach – helping people to learn and develop at work can lead to an increase in job satisfaction and gives individuals greater confidence to cope with career challenges. The APA's *People Matters* guidance provides useful sections on the key issues for police authorities to monitor in training, learning and development.

Authorities should be looking for evidence that neighbourhood policing and citizen focus are being addressed at all levels of the organisation within the force learning and development strategy.

Leadership is a key issue here and authorities might wish to engage with the force lead for neighbourhood policing and citizen focus to understand how the force is ensuring that the necessary cultural and business process changes are taking place.

6 Collaborative partnerships

Police authorities might benefit from having in place a partnership strategy or be seeking to develop one as the partnerships agenda continues to develop; this will help focus the authority's efforts towards effective partnership working. Police authorities engage in a range of partnership arrangements, such as local criminal justice boards, crime and disorder reduction partnerships, local strategic partnerships, and not least of all the partnership with the people who live, work and visit the force area as well as the force itself.

A partnership strategy would help the authority and force to clarify their approach to partnership

19 *Neighbourhood Policing Programme Financial Tracking Project Evaluation Report*, NPIA, November 2007

working, identifying where and when this will be undertaken collaboratively and individually. Authorities should aim to satisfy themselves that they are receiving regular updates on the force's partnership activity, and equally monitor the authority's own involvement.

The authority needs to ensure that when the authority and force are working in partnership consideration is given to the following areas:

- how effectively the authority works with leaders of local councils to ensure that neighbourhood management approach supports the delivery of neighbourhood policing;
- that local area agreement targets are reflective of PSA23 and that partners understand their contribution
- the processes are in place to secure funding from local councils and partners to reflect partnership priorities; and
- that joint training, learning and development opportunities are in place

The police authority needs to establish what it wants to achieve from working in partnership and this goes beyond the statutory obligations of being a responsible authority within CDRPs and a partner authority within LSPs. The police authority can add benefit by remaining strategic in its approach to partnerships rather than becoming involved in tactical level groups.

The APA has produced guidance for police authorities on their role within CDRPs,²⁰ which complements the Home Office guidance *Delivering Safer Communities*.²¹

20 *Contributing to crime and disorder reduction partnerships – the role of police authorities*, APA, June 2008

21 *Delivering Safer Communities: A guide to effective partnership working – Guidance for Crime and Disorder Reduction Partnerships and Community Safety Partnerships*, Home Office, September 2007

Annex A Self-assessment framework

1 Strategic direction					
Consideration	Current position	Risks	Action	Timescale	Outcome
Do your force's priorities include neighbourhood policing?					
Are neighbourhood policing outcomes measured?					
Have you actively engaged with the LAA process and does it include outcomes promoting neighbourhood policing?					
Does your force have learning and development arrangements in place to support neighbourhood policing? How effective are they?					

2 Performance

Consideration	Current position	Risks	Action	Timescale	Outcome
Do you routinely monitor force performance on neighbourhood policing?					
Do you compare BCU performance?					
How do you secure improvement?					
Does your force have an abstraction policy and do you routinely monitor abstraction rates?					
Do you monitor the continuity in post of BCU commanders, neighbourhood managers and neighbourhood staff?					

3 Community engagement

Consideration	Current position	Risks	Action	Timescale	Outcome
Does your force profile neighbourhoods and how does it use this information to set priorities and allocate resource?					
How do you determine local priorities and how is your community engaged in this?					
How actively do you ensure all voices in the community are heard?					
How do you ensure information is shared between the force, partners and the authority to identify local priorities and deliver community safety?					

4 Value for money

Consideration	Current position	Risks	Action	Timescale	Outcome
How do you assess if your force is delivering value for money on neighbourhood policing?					

Annex B Research and useful documents

The Review of Policing, Final Report, Sir Ronnie Flanagan, February 2008

Police Act 1996, Section 96

Accountability in action - police authorities adding value, APA, 2007

The Review of Policing, Interim Report, Sir Ronnie Flanagan, September 2007

People Matters: a framework for police authority oversight of police human resource plans – a guide for police authorities, APA, 2001

Setting local policing plan priorities and assessing performance within APACS: Interim good practice guidance for police authorities and police forces, Home Office/ACPO/APA, February 2008

Police Performance Management: Practical Guidance for Police Authorities, Home Office/APA, 2006

Neighbourhood Policing Programme Performance Evaluation Report, NPIA, August 2007

Neighbourhood Policing: Performance Guide, NPIA, 2007

The Crime and Disorder (Formulation and Implementation of Strategy) Regulations 2007 (Statutory Instrument 1830 and The Crime and Disorder (Prescribed Information) Regulations 2007 (Statutory Instrument 1831)

Local Government and Public Involvement in Health Bill 2007

Citizen Focus – Local Policing Summaries Good Practice Guide: Maximising Impact, Home Office, April 2007

How to develop a local charter – a guide for local authorities, CLG, March 2008

Engaging, consulting and informing communities – how to review and develop police authority strategies, APA, June 2008

Police Use of Resources 2006/07: Summary results, Audit Commission, December 2007

Efficiency and Productivity Strategy for the Police Service 2008-11, Home Office

Neighbourhood Policing Programme Financial Tracking Project Evaluation Report, NPIA, November 2007

Contributing to crime and disorder reduction partnerships – the role of police authorities, APA, June 2008

Delivering Safer Communities: A guide to effective partnership working – Guidance for Crime and Disorder Reduction Partnerships and Community Safety Partnerships, Home Office, September 2007

Neighbourhood Policing: Partnership Guide, NPIA, 2006

Neighbourhood Policing: Neighbourhood Team Guide, NPIA, 2006

Neighbourhood Policing: PCSO Practitioners Guide, NPIA, 2007

Neighbourhood Policing: BCU Commanders Guide, NPIA, 2006

Practice Advice on Professionalising the Business of Neighbourhood Policing, ACPO, 2006

The good scrutiny guide: a pocket guide for public scrutineers, 2nd edition, The Centre for Public Scrutiny, 2006

In control, from reassurance to neighbourhood policing, Home Office/ACPO, 2005

Neighbourhood policing: the impact of piloting and early national implementation, Home Office online report 01/08

Other useful references

Neighbourhood policing website

www.neighbourhoodpolicing.co.uk

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