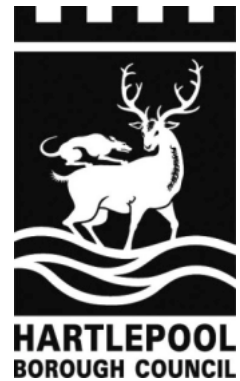




SAFER HARTLEPOOL PARTNERSHIP AGENDA



Friday 7 February 2014

at 9.30 am

**in Committee Room B,
Civic Centre, Hartlepool.**

MEMBERS: SAFER HARTLEPOOL PARTNERSHIP

Councillor Christopher Akers-Belcher, Elected Member, Hartlepool Borough Council
Councillor Allan Barclay, Elected Member, Hartlepool Borough Council
Dave Stubbs, Chief Executive, Hartlepool Borough Council
Denise Ogden, Director of Regeneration and Neighbourhoods, Hartlepool Borough Council
Clare Clark, Neighbourhood Manager, Community Safety, Hartlepool Borough Council
Louise Wallace, Director of Public Health, Hartlepool Borough Council
Chief Superintendent Gordon Lang, District Commander, Cleveland Police
Barry Coppinger, Office of Police and Crime Commissioner for Cleveland
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Lucia Sager-Burns, Director of Offender Management, Tees Valley Probation Trust
Councillor Carl Richardson, Cleveland Fire and Rescue Authority Nominated Member
Ian McHugh, Hartlepool District Manager, Cleveland Fire and Rescue Authority
John Bentley, Voluntary and Community Sector Representative, Chief Executive, Safe in Tees Valley
Andy Powell, Director of Housing Services, Housing Hartlepool
Karen Hawkins, Representative of Hartlepool and Stockton on Tees Clinical Commissioning Group
Hartlepool Magistrates Court, Chair of Bench (vacant)

ALSO INVITED:

Mark Smith, Head of Youth Services, Hartlepool Borough Council

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS



3. MINUTES

- 3.1 To confirm the minutes of the meeting held on 13 December 2013.

4. PRESENTATIONS

- 4.1 Give It a Go Initiative – *Representative from Cleveland Police*
4.2 Integrated Risk Management Plan – *Representative from the Fire Service*

5. ITEMS FOR DECISION

- 5.1 Community Alcohol Partnership Update – Neighbourhood Manager (*Community Safety*)
5.2 Domestic Homicide Reviews, Disclosure Schemes and Domestic Violence Protection Orders – *Director of Regeneration and Neighbourhoods*
5.3 Early Intervention Grant – Home Office (YCAP) Element – *Neighbourhood Manager (Community Safety)*
5.4 Serious and Organised Crime Strategy – *Director of Regeneration and Neighbourhoods*

6. ITEMS FOR DISCUSSION / INFORMATION

- 6.1 Offender Housing Needs Mapping Event – *Director of Housing Services (Housing Hartlepool)*
6.2 Police and Crime Plan 2013-2017 Consultation – *Neighbourhood Manager (Community Safety)*
6.3 Independent Police Commission Report - November 2013 (Policing for a Better Britain) – *Director of Regeneration and Neighbourhoods*

7. ANY OTHER BUSINESS WHICH THE CHAIR CONSIDERS URGENT

FOR INFORMATION:

Date of next meeting – Friday 21 March 2014 at 9.30 am in the Civic Centre, Hartlepool.



SAFER HARTLEPOOL PARTNERSHIP MINUTES AND DECISION RECORD

13 December 2013

The meeting commenced at 9.30 am in the Civic Centre, Hartlepool

Present:

Councillor: Christopher Akers-Belcher (In the Chair)
Councillor Allan Barclay, Elected Member, HBC
Denise Ogden, Director of Regeneration and Neighbourhoods
Clare Clark, Neighbourhood Manager
Chief Superintendent Gordon Lang, Cleveland Police
Chief Inspector Lynn Beeston, Chair of Youth Offending Board
Luicia Saiger-Burns, Durham Tees Valley Probation Trust
Councillor Carl Richardson, Cleveland Fire and Rescue
Authority Nominated Member
Ian McHugh, Cleveland Fire and Rescue Authority
Andy Powell, Housing Hartlepool

In accordance with Council procedure rule 5.2 (ii) Sharon Robson was in attendance as substitute for Louise Wallace, Director of Public Health, and Paula Swindale as substitute for Karen Hawkins, Stockton on Tees Clinical Commissioning Group

Also present:

Councillor Keith Fisher, Chair of Audit and Governance Committee, HBC
Tony Lowes, NoMs North East

Officers:

Lisa Oldroyd, Community Safety Officer
Richard Starrs, Strategy and Performance Officer
Rachel Parker, Community Safety Research Officer
Laura Stones, Scrutiny Support Officer
Denise Wimpenny, Principal Democratic Services Officer

51. Apologies for Absence

Apologies for absence were submitted on behalf of John Bentley, Safe in Tees Valley, Louise Wallace, Director of Public Health

52. Declarations of Interest

None

53. Minutes of the meeting held on 1 November 2013

Confirmed

54. Matters Arising from the Minutes

Minute 42 – Working with Communities Presentation - The Neighbourhood Manager indicated that a meeting had been held with the Fire Service with a view to extending activities available to young people in Hartlepool and a report would be submitted to the next meeting of the Partnership.

55. Environmental Crime Campaign *(Director of Regeneration and Neighbourhoods)*

Purpose of report

To consider a proposal to take forward an Environmental Enforcement Campaign in Hartlepool.

To seek agreement from SHP Partners to sign up to the Environmental Enforcement Campaign.

Issue(s) for consideration

The Director of Regeneration and Neighbourhoods presented the report which provided information relating to the outcome of a recent scrutiny investigation and the background to the establishment of a proposed Environmental Enforcement Campaign to be delivered across Hartlepool which had been approved by the Council's Neighbourhood Services Committee in November.

The proposed Environmental Crime Campaign and the proposed branding of 'Respect Your Neighbourhood' aimed to improve collaborative working and consisted of the following three elements:-

- Neighbourhood Action Days – one per month
- Creating a bank of Neighbourhood Improvement Volunteers
- Making use of new technologies to improve reporting and feedback to communities

Members welcomed the campaign highlighting that environmental crime and clean streets continued to be a priority for local residents and were

pleased to note that litter problems had reduced over the years. The benefits of the campaign were also noted and welcomed.

Decision

- (i) That the proposed 'Respect Your Neighbourhood Campaign' and action plan be supported.
- (ii) The Partnership agreed to their own agencies participating in the scheme underpinned by a Partnership Compact.

56. Safer Hartlepool Partnership Strategic Assessment (Executive Summary) *(Director of Regeneration and Neighbourhoods)*

Purpose of report

To consider the Safer Hartlepool Partnership's Annual Strategic Assessment 2012/13.

To consider and agree the Partnership's strategic objectives 2014-2017

To consider and agree the Partnership's annual priorities

Issue(s) for consideration

It was reported that the Partnership had a statutory responsibility to undertake an annual strategic assessment to identify and address the community safety issues that really mattered to the community.

The strategic assessment contained information to aid understanding of the priority community safety issues identified for the communities of Hartlepool including what had changed over the last year, what work the Partnership were doing as well as how the Partnership measured effectiveness and future challenges. An executive summary was attached to the report which provided a description of the current local and national delivery landscape and a reminder of the objectives and priorities that had been set the previous year. The assessment would assist the Partnership in setting strategic objectives for 2014-17.

The Community Safety and Research Officer and the Community Safety Officer, who were in attendance at the meeting, provided a detailed and comprehensive presentation which focussed on the following:-

- Strategic Objectives 2011-14
- Annual Priorities 2013-14

- The Delivery Landscape
- Performance figures as a comparator with neighbouring authorities
- Crime figures
- Anti-social behaviour incidents
- Deliberate fires
- Acquisitive Crime
- Violent Crime
- Hate Crime and Incidents
- Victims
- Community Perceptions and Neighbourhoods
- Substance Misuse
- Re-offending

Proposed Strategic Objectives and Priorities

- Reduce crime and repeat victimisation
- Reduce the harm caused by drug and alcohol misuse
- Create confident, cohesive and safe communities
- Reduce offending and re-offending

Annual Priorities 2014-15

- Create Confident Cohesive and Safe Communities
 - Re-offending
 - Acquisitive crime
 - Domestic violence and abuse
 - Anti-social behaviour
 - Substance misuse
 - Reduce hate crime
- Proposed SHP Delivery Groups

Following conclusion of the presentation, discussion ensued which included the following issues:-

- (i) A Member referred to a recent English Defence League march in Hartlepool and sought clarification as to the costs associated with policing this event as well as the reasons why the event had been allowed to proceed. In response, Members were advised that the Council were unable to prevent permitted organisations from taking part in events of this type. The Chief Inspector added that the cost of the event was managed as a result of cancelling planned leave or rest days, utilising resources from other forces and highlighted that the new policing structure was much better equipped to deal with managing such events. It was noted that there were no arrests as a consequence of the march. Some concerns were raised regarding the potential costs of policing this event and officers went on to respond to further queries raised by Members in relation to the event.
- (ii) In response to a query raised in relation to whether there had been

any analysis of retail crime in the town and whether the offenders were new or re-offenders, the Partnership was advised that in terms of shop lifting, the majority of offenders tended to be re-offenders. There had been no analysis undertaken in relation to new offenders as evidence suggested the need to focus on repeat offending.

- (iii) The potential impact of welfare reform on crime figures, particularly shop lifting was discussed including the need to monitor this issue.
- (iv) It was noted that crime figures in Hartlepool continued to remain above the national average. An explanation of victim based crime and non-victim based crime was provided, details of which were set out in the executive summary to the report.
- (v) Clarification was provided in response to a number of issues/queries raised which included the role of the police and magistrates relating to law enforcement issues.

The Partnership took the opportunity to thank the Community Safety and Research Officer, the Community Safety Officer as well as all members of the team involved in production of the strategic assessment.

The Director of Regeneration and Neighbourhoods sought the Partnership's agreement in relation to the proposed strategic objectives and partnership delivery options:-

- Hate crime be included within the anti-social behaviour priority and the Neighbourhood Manager to lead on this issue.
- That the Re-offending Group continue to deal with the re-offending and acquisitive crime priorities on behalf of the Partnership and be led by the representative from Durham Tees Valley Probation Trust.
- That the Director of Regeneration and Neighbourhoods lead on domestic violence and abuse with support from the representative from the CCG.
- The Director of Public Health to Chair and continue to lead on the Substance Misuse Group.

Decision

- (i) That the strategic assessment be agreed.
- (ii) That the strategic objectives of the Partnership for the next three years, as detailed above, be agreed.
- (iii) That the annual priorities 2014/15 of the Partnership, as detailed

above, be agreed.

- (iv) That the proposed delivery options, as set out above, be agreed.

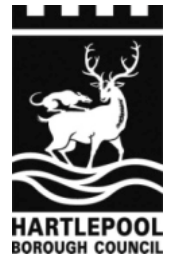
The meeting concluded at 10.45 am.

CHAIR



SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Neighbourhood Manager (Community Safety)

Subject: COMMUNITY ALCOHOL PARTERSHIP UPDATE

1 PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership on the work of the Community Alcohol Partnership, and to consider the recommendation to formally launch the Partnership with targeted activities focused on a designated area.

2 BACKGROUND

- 2.1 The Community Alcohol Partnership (CAP) was formed in July 2012. The aims of the Partnership are:
- To co-ordinate activities aimed at reducing alcohol consumption by young people in Hartlepool, and;
 - To challenge the widespread acceptance by parents of underage alcohol consumption in public places.
- 2.2 The progress of the CAP was included in an evaluation report presented to the Safer Hartlepool Partnership in February 2013 when it was noted that whilst good progress had been made in terms of engaging with partners and commissioning diversionary activities via the Young Grant Givers to tackle alcohol consumption by young people, further progress needed to be made in engaging with schools, and challenging the cultural acceptance of young people drinking in public.
- 2.3 In June 2013 the CAP aligned itself with the National Community Alcohol Partnership Organisation which has brought with it access to nationwide expertise in tackling issues in relation to alcohol and young people, the provision of publicity materials, and links with other bodies such as the National Retailers Association which funds the National CAP scheme, and the Alcohol Education Trust which provides educational materials for work in schools and other youth settings on alcohol related matters.
- 2.4 Good practice nationally suggests that initiatives aimed at engaging with schools and challenging cultural acceptance of young people drinking alcohol in public places is more productive if a small designated area is chosen enabling targeted

activities to take place. With this in mind further analytical development work has been progressed with a view to undertaking some concentrated targeted work in a small designated area in Hartlepool where analysis suggests that a targeted approach will have a positive impact and make a real difference. As per Table A below, the analysis undertaken included an examination of the total incidents of anti-social behaviour broken down on a ward by ward basis, and the level of youth and alcohol related anti-social behaviour in each ward.

Table A - Anti-Social Behavior Incidents by Ward April 2012 - June 2013

Neighbourhood Area	Ward	All ASB	% Town Total	Youth ASB Related	% Hartlepool ASB Total	Alcohol ASB Related	% Hartlepool ASB Total	Youth & Alcohol Related ASB	% Hartlepool ASB Total
South & Central	Burn Valley	838	10%	215	26%	150	18%	18	2%
	Fens & Rossmere	371	4%	173	47%	34	9%	18	5%
	Foggy Furze	608	7%	250	41%	61	10%	14	2%
	Manor House	1155	13%	526	46%	118	10%	30	3%
	Victoria	1745	20%	475	27%	403	23%	35	2%
North & Coastal	Rural West	408	5%	185	45%	19	5%	13	3%
	De Bruce	547	6%	173	32%	76	14%	17	3%
	Hart	321	4%	167	52%	25	8%	13	4%
	Headland & Harbour	1399	16%	481	34%	261	19%	33	2%
	Jesmond	816	9%	436	53%	51	6%	17	2%
	Seaton	483	6%	190	39%	64	13%	21	4%
N/A	Unknown Ward	16	0%	3	19%	2	13%	0	0%
Grand Total		8707	100%	3274	38%	1264	15%	229	3%

3. PROPOSAL

- 3.1 The analysis undertaken highlights a number of wards where youth and alcohol related anti-social behaviour is prominent including the Headland and Harbour, Victoria, Manor House and Fens & Rossmere wards. However as the incidents in both Headland and Harbour and Victoria wards are related to the night time economy and are therefore covered by the activities of the Night Time Economy Group, it is proposed that the Manor House and Fens & Rossmere wards are the focus for a CAP pilot.
- 3.2 Attached at appendix one is a map showing the proposed area which encompasses Manor College and five primary schools. The area also includes the Hourglass Public House and eight other licensed premises, giving a good range of potential partners to work with.

- 3.3 Whilst CAP activities will continue across the town, it is proposed that the CAP undertakes a publicity drive linked to the proposed designated area where specific targeted activity will take place accompanied by a re-launch. This activity will involve a concentrated educational focus in schools and the targeting of licensed premises within the designated area, with a view to rolling out the lessons learnt at a later date across other areas of the town.

4 SECTION 17 CONSIDERATIONS OF THE CRIME AND DISORDER ACT 1998

- 4.1 The Community Alcohol Partnership contributes to the Safer Hartlepool Partnership's ability to carry out its statutory obligations in ensuring a co-ordinated approach to tackling crime and disorder, substance misuse and re-offending.

5 RECOMMENDATION

- 5.1 That the Safer Hartlepool Partnership notes the progress made to date by the Community Alcohol Partnership, and agrees to a relaunch of the CAP with a targeted approach being undertaken in the Manor House and Fens & Rossmere wards.

6 REASON FOR RECOMMENDATION

- 6.1 As identified from the Safer Hartlepool Partnership Strategic Assessment 2013, alcohol misuse and anti-social behaviour, involving young people, are prevalent community safety issues. Hartlepool has the second highest anti-social behaviour rate in the Cleveland area and the rate of alcohol related hospital admissions for under 18's are above the regional and national average, therefore tackling anti-social behaviour and addressing the harm caused by alcohol misuse remain strategic priorities for the Partnership.

7 BACKGROUND PAPERS

- 7.1 Community Alcohol Project Terms of Reference

Report to Safer Hartlepool Partnership 7th February 2013 - Review of Projects Approved for Funding by the Safer Hartlepool Partnership with Community Safety Funding 2012-2013

Report to Safer Hartlepool Partnership 13th December 2013 – Safer Hartlepool Partnership Strategic Assessment.

[http://www.hartlepool.gov.uk/egov_downloads/13.12.13 -
Safer Hartlepool Partnership Agenda.pdf](http://www.hartlepool.gov.uk/egov_downloads/13.12.13_-_Safer_Hartlepool_Partnership_Agenda.pdf)

8 CONTACT OFFICERS

- 8.1 Denise Ogden
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Proposed Community Alcohol Partnership Area





SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: DOMESTIC HOMICIDE REVIEWS, DISCLOSURE
SCHEMES AND DOMESTIC VIOLENCE
PROTECTION ORDERS

1 PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership on a report published by the Home Office in November 2013 on Domestic Homicide Reviews, and the rollout of Domestic Violence Disclosure Schemes (DVDS), and Domestic Violence Protection Orders (DVPOs).

2 BACKGROUND

- 2.1 In April 2011, the Government implemented section 9 of the Domestic Violence, Crime and Victims Act 2004, placing a statutory responsibility on Community Safety Partnerships to undertake Domestic Homicide Reviews (DHRs).
- 2.2 In mid November 2013 the Home Office published a report highlighting the common themes that have emerged from the 54 completed DHR's England between April 2011 and March 2013.
- 2.3 The report was followed at the end of November by a Home Office announcement about the national rollout of the Domestic Violence Disclosure Scheme (DVDS) and Domestic Violence Protection Orders (DVPOs) in England and Wales as from March 2014 which are aimed at enhancing our ability to protect and safeguard victims and their families.

3 DOMESTIC HOMICIDE REVIEW – KEY MESSAGES

- 3.1 Key issues identified in the report produced by the Home Office include:
- A misunderstanding of what amounts to domestic violence and the need for awareness raising amongst General Practitioners (GPs) and healthcare professionals.
 - The need to have a consistent approach to risk identification, assessment and management.

- The need for better information sharing amongst different agencies.
- The need to address a range of complex needs.

- 3.2 The Home Office report 'Domestic Homicide Reviews - Commons Themes Identified as Lessons to be Learned' can be found at:
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/259547/Domestic_homicide_review_-_lessons_learned.pdf

4 DISCLOSURE SCHEMES AND DOMESTIC VIOLENCE PROTECTION ORDERS

- 4.1 The Disclosure Scheme (sometimes referred to as Clare's Law) introduces a framework to enable the police to disclose information about previous violence by a new or existing partner. It includes providing information where the police are approached by someone asking for information ('the right to ask') and where they make the decisions to disclose information to a potential victim ('the right to know'). Local Police Force areas will be required to capture information on this scheme as follows:

- Number of referrals made and referral route
- Number of disclosures
- Number of disclosures declined

- 4.2 DVPOs will give the police and magistrates the power to protect a victim of domestic violence by stopping the perpetrator from contacting the victim, removing the perpetrator from a household, and/or preventing a perpetrator from returning to a household for up to 28 days. This can be undertaken with or without a victim's consent. The DVPO process will build on existing procedures and bridge the current protective gap, providing immediate emergency protection for the victim, allowing protected space to explore support options available to them and making informed decisions regarding their safety.
- 4.3 An initial meeting between Cleveland Police, local Community Safety Team representatives, and providers of services in relation to Domestic Violence and Abuse to consider the implementation and rollout of DVDS and DVPOs locally is scheduled to take place in January 2014.

5 RECOMMENDATIONS

- 5.1 That the responsibility for local implementation of the recommendations contained within the Home Office 'Domestic Violence Reviews – Lessons Learned' report are overseen by the Domestic Violence & Abuse Group and reported back to the Safer Hartlepool Partnership as part of the theme group standard reporting process.
- 5.2 That the Police and Community Safety Team representatives involved in the planning and implementation of DVDS and DVPOs feedback to the Domestic

Violence & Abuse Group on future rollout of these new tools to tackle domestic violence and abuse.

6. REASONS FOR RECOMMENDATIONS

- 6.1 Under section 9 of the Domestic Violence, Crime and Victims Act (2004) Community Safety Partnerships have a statutory duty to undertake Domestic Homicide Reviews (DHRs). The key purpose of the DHRs is to enable lessons to be learned from homicides where a person is killed as a result of domestic violence or abuse. The lessons learned contained within the report aim to strengthen our responses to Domestic Violence and Abuse locally.
- 6.2 The introduction of the Domestic Violence Disclosure Scheme, and the Domestic Violence Protection Orders from March 2014 are aimed at enhancing our ability to protect and safeguard victims and their families from Domestic Violence and Abuse.
- 6.3 Tackling domestic violence and abuse is a strategic priority for the Safer Hartlepool Partnership.

7 BACKGROUND PAPERS

- 7.1 Domestic Homicide Reviews – Common themes identified as Lessons to be Learned: -
https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/259547/Domestic_homicide_review_-_lessons_learned.pdf
- 7.2 Domestic Violence Protection Orders:
www.gov.uk/government/publications/domestic-violence-protection-orders
- 7.3 Report to Safer Hartlepool Partnership 1st November 2013 – Domestic Violence Update:
http://www.hartlepool.gov.uk/egov_downloads/01.11.13_-_Safer_Hartlepool_Partnership_Agenda.pdf

6 CONTACT OFFICERS

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SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Neighbourhood Manager (Community Safety)

Subject: EARLY INTERVENTION GRANT - HOME OFFICE
(YCAP) ELEMENT

1. PURPOSE OF REPORT

- 1.1 To consider allocation of the Community Safety (Home Office) element of the Early Intervention Grant (EIG) 2013/14.

2. BACKGROUND

- 2.1 The Home Office element of the EIG replaced Youth Crime Action Plan (YCAP) funding in 2011/12. YCAP was a government initiative that adopted a three pronged approach to preventing youth crime by ensuring that:

- Young people and families receive support and are challenged early to stay or get back on track
- Young people who break the law are held to account for what they have done in such a way that prevents re-offending
- The public is protected from the harm caused by crime

- 2.2 The total funding available to the Partnership to take forward a preventative programme of activities during 2013/14 is £169,914. In April 2013 the Safer Hartlepool Partnership allocated £117,800 as follows leaving a total balance of £52,114.

Activity	Funding
Assertive Outreach	£30,000
Community Alcohol Partnership	£10,000
Restorative Practice	£ 5,000
Reparation and Triage	£ 40,000
Healthy relationship work in schools	£ 15,000
Teen to parent abuse	£ 15,000
Mediation	£ 2,800
Total Spend	£117,800
Total Grant	£169,914
Total Grant Remaining	£ 52,114

3. PROPOSAL

- 3.1 In October 2013 the Safer Hartlepool Partnership received a presentation from Cleveland Fire Brigade following which it was agreed to explore the extension of activities delivered by the Fire Service to young people and families in the Hartlepool area.
- 3.2 A number of meetings involving the Fire Service, and the Councils Community Safety, Troubled Families, and Youth Offending Teams have taken place to discuss potential activities. This has resulted in the following package of proposals aimed at reducing offending/re-offending by developing key life skills, citizenship, and improving the employability of young offenders/those at risk of offending.

Activity	Description
Life Course	This is an intensive week long course aimed at developing leadership, team working, problem solving, discipline, self esteem, and citizenship. The course will be available to 24 young people from the Hartlepool area aged 13-17 and will be undertaken at the Grange Town Learning and Development Centre culminating in a passing out parade.
Fire Team	This course is targeted at offenders aged 16-25 and will be available to 12 individuals falling within this age group. In addition to the key life skills covered in the Life Course, this course also includes further awareness raising in relation to traffic collisions, and safe driving. The course also provides links with future employment and training, with employment agencies being linked into sessions.
Family Life Course	This course will link to the Troubled Families Programme through the provision of a week long course for 3 or 4 families participating in the Think Family/Think Communities Programme in Hartlepool. This initiative has proved to be very successful in Redcar.
Cadets	This course is generally linked into the alternative curriculum in schools for those young people where it is recognised that they will not achieve through the normal academic route, with those participating aiming towards a nationally recognised qualification such as the BTEC qualification - equivalent to 3 A-C GCSEs. This course will be available to 16 young people of secondary school age and beyond where a gap in provision has been identified. The course will be run from Stranton Fire Station.
Total Funding Needed	£49,500
Total Fund Available	£52,114
Total Fund Remaining	£ 2,614

4. EQUALITY AND DIVERSITY CONSIDERATIONS

- 4.1 If agreed, the proposals will enhance the Partnership's ability to address equality and diversity issues, by opening up opportunities to those who are frequently excluded from participating in positive activities due to their offending behavior.

5. SECTION 17 CONSIDERATIONS OF THE CRIME AND DISORDER ACT 1998 CONSIDERATIONS

- 5.1 The proposals outlined will provide a package of positive activities that will be targeted at offenders and those at risk of offending thereby contributing to reducing crime and disorder in Hartlepool.

6. RECOMMENDATIONS

- 6.1 That the Safer Hartlepool Partnership agrees to the proposal outlined in section 3 of the report.

7. REASONS FOR RECOMMENDATIONS

- 7.1 At their meeting in October the Safer Hartlepool Partnership requested that the expansion of youth activities delivered by the fire service in Hartlepool be explored.
- 7.2 Reducing offending and reoffending, and tackling youth crime and anti-social behaviour is a key priority for the Safer Hartlepool Partnership.
- 7.3 The provision of positive diversionary activities for young people is highlighted in the partnerships strategic assessment 2012/13 as a measure to reduce crime and anti-social behaviour.

8. BACKGROUND PAPERS

- 8.1 Safer Hartlepool Partnership Strategic Assessment 2012/13
Safer Hartlepool Partnership Minutes June and October 2013
EIG (YCAP Element) Funding Report April 2013

9. CONTACT OFFICER

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SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: SERIOUS AND ORGANISED CRIME STRATEGY

1. PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership on the Governments 'Serious and Organised Crime Strategy' published in October 2013.

2. BACKGROUND

- 2.1 The government recently published the Serious and Organised Crime Strategy which coincided with the launch of the National Crime Agency. A key priority is to ensure that across England and Wales local law enforcement action against serious and organised crime draws on the information and powers of many agencies and departments – including local authorities, education, health and social care. (The full report can be found at <https://www.gov.uk/government/publications/serious-and-organised-crime-strategy>)
- 2.2 The approach adopted in the new Strategy is similar to the CONTEST Counter-terrorism Strategy, and comprises four key elements:
- **Pursue** – Prosecute and disrupt people engaged in serious and organised criminality;
 - **Prevent** – Prevent people from engaging in serious and organised crime;
 - **Protect** – Increase protection against serious and organised crime;
 - **Prepare** – Reduce the impact of this criminality where it takes place.
- 2.3 The strategy recognises the significant impact that serious and organised crime has on communities and amongst other things aims to establish 'local multi-agency partnerships' to develop collaboration between local authorities and law enforcement with a suggestion that local Community Safety Partnerships may be fit for this role.
- 2.4 Attached at **Appendix 1** is a letter to Hartlepool Borough Councils Chief Executive requesting local authority collaboration in the fight against serious

and organised crime, and the intention to hold workshops in the near future with relevant practitioners being invited to develop processes in relation to local roll out of the strategy.

- 2.5 Police and Crime Commissioners will have a leading role in making this priority a reality and ensuring consistency across the force area. A guide for tackling Organised Crime Groups (OCG's) is currently being developed by Cleveland Police.

3. RECOMMENDATION

- 3.1 That the Safer Hartlepool Partnership note the content of the letter attached at **Appendix 1** and nominate a lead officer to attend future workshops and report back to the Partnership.

4. REASONS FOR RECOMMENDATIONS

- 4.1 The Safer Hartlepool Partnership has a statutory responsibility to work together to reduce crime and disorder, substance misuse and re-offending, and is well placed to tackle serious and organised crime at a local level.

5. BACKGROUND PAPERS

- 5.1 Serious and Organised Crime Strategy published October 2013 - <https://www.gov.uk/government/publications/serious-and-organised-crime-strategy>

6. CONTACT OFFICERS

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APPENDIX 1



20 December 2013

SERIOUS AND ORGANISED CRIME

We are writing to seek your further support in tackling serious and organised crime. Serious and organised crime includes the trafficking of drugs, people and weapons, organised illegal immigration, large scale and high value fraud and other financial crimes, counterfeiting, organised acquisitive crime and cyber crime. We make a distinction between serious and organised crime and gang crime, though there are connections between the two.

You will be familiar with the impact that serious and organised crime has on your communities. Crime groups deprive some people in this country of their security, prosperity and even identity. They can intimidate and corrupt. The latest Home Office estimates are that serious and organised crime costs the United Kingdom at least £24 billion each year.

The Government published a new Serious and Organised Crime Strategy in October to coincide with the formal establishment of the new National Crime Agency (NCA). Together, the strategy and the agency mark the biggest change in the UK's response to serious and organised crime for a decade. We enclose a link to the new strategy and a summary pamphlet version (<https://www.gov.uk/government/publications/serious-organised-crime-strategy>).

Neither the police nor the new National Crime Agency can alone tackle the breadth and complexity of the threats posed by serious and organised crime. There are a wide range of powers available to your authorities which can help significantly help them. The strategy aims to establish 'local multi-agency partnerships' to develop collaboration between local authorities and law enforcement against serious and organised crime. In some areas partnerships exist and have done a great deal of very valuable work already. You may already have groups which are dealing with these threats or a group that might be adapted to do so (eg a community safety partnership or a gang management unit).

We are jointly planning a series of workshops to be held across the country over the coming months which are intended to provide much more detail about the threat from serious and organised crime, how it impacts on local authorities and what we want to do about it. The events are intended also to share best practice. We will be in touch shortly about the details. In the meantime, if you would like to contact us to share your ideas or if you would like to assist in the running of these workshops please get in touch either directly to our offices or at the ocstrategy@homeoffice.gsi.gov.uk.

The Home Secretary and Sir Merrick Cockell will be writing in similar terms to all Local Authority Leaders.

Yours sincerely,

Carolyn Downs
Chief Executive, Local Government Association

Charles Farr, DG OSCT, Home Office

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www.local.gov.uk
Chief Executive: Carolyn Downs



SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Director of Housing Services (Housing Hartlepool)

Subject: OFFENDER HOUSING NEEDS MAPPING EVENT

1. PURPOSE OF REPORT

- 1.1 To update the Safer Hartlepool Partnership (SHP) on the outcome of an 'Offender Needs Mapping Event' organised by the 'Offender Housing Needs Group' in December 2013.

2. BACKGROUND

- 2.1 In September 2013 the Safer Hartlepool Partnership received a report that outlined a draft 'Reducing Reoffending Strategy' for Hartlepool. The draft Strategy presented to the Partnership recognised the importance of improving pathways out of re-offending through the provision of local services that meet the needs of offenders, and tackling their issues in a holistic, and coordinated way.
- 2.2 The report also provided an insight into the needs of those offenders known locally to Durham Tees Valley Probation Trust with analysis indicating that those offenders who go onto re-offend have a different criminogenic needs profile to those who don't go on to re-offend, with the provision of suitable accommodation and support being identified as fundamental to reducing the risk of re-offending.
- 2.3 To gain a further insight into the accommodation needs of offenders, the local 'Offender Housing Needs Group' held a mapping event in early December. This reports provides SHP members with an update on the key findings from that event.

3. KEY FINDINGS - OFFENDER HOUSING NEEDS MAPPING EVENT

- 3.1 Given the importance of the accommodation pathway in breaking the cycle of reoffending the aim of the Offender Housing Needs mapping event was to gain an improved understanding of existing locally commissioned accommodation and support services relating to offenders; to build evidence

of unmet need; share good practice; and explore solutions to strengthening pathways.

- 3.2 The event brought together 34 representatives from a variety of agencies including representatives from the Probation and Prison service, Cleveland Police, Housing providers, Drug Treatment Services, and Hartlepool Borough Council.
- 3.3 Three 'round the table' workshops were undertaken as part of the event exploring the following:
 - Pathway from custody to the community
 - Pathway for offenders presenting homeless to Housing Advice
 - Existing service provision in Hartlepool
- 3.4 A full note of the main discussion points coming out of the workshops including issues and gaps, is attached at appendix one. The following are the agreed priorities for action coming out of the event in relation to addressing the accommodation needs of offenders, which will form the basis of an action plan to be progressed by the Offender Housing Needs Group. This will be incorporated into the broader action plan that will support the 'Reducing Reoffending Strategy led by the SHP Reducing Reoffending Champion.
 - **Housing Liaison Post** - Consider the creation of a Housing Liaison post to work between the custody setting and local housing teams/landlords to help offenders to find tenancies in advance of release date. Explore approach adopted in Sunderland.
 - **Housing Directory** - Consider the development of a Housing contact directory/pathways guide for agencies working with offenders in Hartlepool.
 - **Single Assessment Form** - Explore the feasibility of introducing the use of one risk assessment form, as used in Durham, accompanied by a workable risk management plan.
 - **One Stop Shop** - Explore the feasibility of a One Stop Shop for offenders being released from custody on a Friday – to address Benefit, Housing and Substance Misuse Issues.
 - **Compass Application** - Review and streamline Compass application process, including housing history, exploring the feasibility of local deviation from the regional policy.
 - **Team around the Offender** - Use learning and good practice from the Team around the Household initiative to work with our most chaotic offenders in Hartlepool, ensuring a co-ordinated support and risk management plan is in place.

- **Hostel with Licensed Tenancies** - Consider hostel with licensed tenancies rather than full tenancies, with time limited stay, a similar scheme operates in Gateshead called Foyer. Explore tiered approach as operated in Camden. Would need to develop a local business case.

4. LEGAL CONSIDERATIONS

- 4.1 Under the Crime and Disorder Act 1998 the Safer Hartlepool Partnership has a duty to provide a co-ordinated response to reducing crime and disorder, tackling substance misuse, and reducing re-offending in Hartlepool.

5. EQUALITY AND DIVERSITY CONSIDERATIONS

- 5.1 Implementation of the actions outlined in the report will assist in ensuring that offenders are not placed at a disadvantage in relation to the provision of local services.

6. RECOMMENDATIONS

- 6.1 That the Safer Hartlepool Partnership notes and comments on the outcome of the Offender Housing Needs Event.

7. REASONS FOR RECOMMENDATIONS

- 7.1 The Safer Hartlepool Partnership has a statutory obligation under the Crime and Disorder Act to reduce re-offending in Hartlepool.

8. CONTACT OFFICER

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APPENDIX 1

Safer Hartlepool Partnership **Offender Housing Needs Mapping Event**

December 2013

This report presents the key findings from the Offender Housing Needs Mapping Event held on the 5th December 2013, which brought together 34 representatives from:

- Hartlepool Borough Council
- Durham & Tees Valley Probation Trust
- Housing Hartlepool
- Cleveland Police
- National Offender Management Service (NOMS)
- Addaction
- Community Campus
- Homegroup - Stonham
- Shelter
- Tees Valley Housing
- DISC
- Foundation – Through the Gate

The aim of the event was to gain an improved understanding of existing locally commissioned accommodation and support services, build evidence of unmet need, share good practice and explore solutions to strengthening pathways.

Background

Both national and local research indicates that adults and young people who have offended are often the most socially excluded in society with the majority often having complex and deep rooted problems, such as substance misuse, mental health, homelessness and financial problems.

Improving pathways out of re-offending through the provision of local services that meet the needs of offenders, and tackling their issues in holistic, and coordinated way is therefore fundamental to reducing re-offending.

An insight into the needs of those offenders known to Durham Tees Valley Probation Trusts, indicates that those offenders who go onto re-offend have a different criminogenic needs profile to those who don't go on to re-offend, with accommodation, employability, substance misuse, and financial management being the key factors to addressing their offending behaviour.

The provision of suitable accommodation and support is identified as one of the most important pathways in reducing the risk of re-offending. However concerns have been raised at the local 'Offender Housing Needs Group' about a lack of suitable accommodation and support provision in Hartlepool for low to medium risk re-offenders.

Feedback from Workshops

14.02.07 6.1 Offender Housing Needs Mapping Event and Appendix 1

HARTLEPOOL BOROUGH COUNCIL

APPENDIX 1

Three round the table workshops were undertaken as part of the event exploring the:

- Pathway from custody to the community
- Pathway for offenders presenting homeless to Housing Advice
- Existing service provision in Hartlepool

Workshop 1: Pathway from custody to the community

Issues & Gaps

- **Partnership Working** – Greater links need to be developed between Housing Options and the custody setting, including Shelter, to help maintain and sustain tenancies whilst offenders are in custody, and improve information sharing.
- **Prison Locations** - There is a perception that all of Hartlepool offenders end up in a local prison (Holme House) post remand, however a percentage are placed outside of the region, number to be confirmed.
- **Self Referrals into Support** - Referrals into housing support services (Shelter) within the custody setting relies on the offender disclosing that they have an accommodation/housing need.
- **Prison Release Dates** - Short notice of prison release dates, limits the arrangements that can be put place prior to release.
- **Risk Assessment** - Offender risk assessments from the Prison Service are often poor quality and missing key information regarding risk. Several agencies complete additional risk assessments, with risk levels varying across agencies.
- **Co-ordination of Support** – Difficulties of agencies finding out what other agencies are doing with/planning with offenders while they are in prison. Agencies have to spend a substantial amount of time chasing information.

Workshop 2: Pathway for offenders presenting homeless to Housing Advice

Issues & Gaps

- **Limited Emergency Accommodation** – Lack of appropriate emergency and temporary accommodation, immediate options include 50 The Front or out of area, leading to client's lack of confidence in the service.
- **Non-Priority** – Offenders are generally classified as non-priority need.

APPENDIX 1

- **Housing History** – A lack of housing history and personal identification documents act as barriers, particularly in regard to Compass applications.
- **Culture & attitudes** – Organisational and staff cultures towards offenders, preconceived policies and procedures, and lack of consistency in service provision is a problem, with many offenders being “labelled”.
- **Digital Inclusion** – Technology is a barrier for offenders, especially in terms of online Compass applications.
- **Registered Social Landlords** – There is a feeling that Registered Social Landlords in Hartlepool do not welcome housing applications from offenders, diverting most of our most chaotic offenders into the private rented sector where tenancy management is not as robust.
- **Length of Processes** – The length of housing applications and Good Tenant Scheme applications is too long for offenders who have chaotic lifestyles and complex needs.

Workshop 3: Existing service provision in Hartlepool

Issues & Gaps

- **Limited Supported Housing Options** - Very limited supported housing options available in Hartlepool. If full, offenders are usually referred to emergency accommodation located outside of Hartlepool – Stockton & Middlesbrough, but gravitate back to Hartlepool. Alternatively, offenders source their own private rented accommodation with no support and likelihood of tenancy failure.
- **Women Only Provision** – Although good work is being undertaken by Harbour, there is still limited accommodation provision for women offenders in Hartlepool.
- **Lack of intensive support** – Whilst supported housing schemes are operating in Hartlepool, there continues to be a lack of intensive support (7 days a week) for our most chaotic offenders.

APPENDIX 1

Next Steps

- **Housing Liaison Post** - Consider the creation of a Housing Liaison post to work between the custody setting and local housing teams/landlords to help offenders to find tenancies in advance of release date. Explore approach adopted in Sunderland.
- **Housing Directory** - Consider the development of a Housing contact directory/pathways guide for agencies working with offenders in Hartlepool.
- **Single Assessment Form** - Explore the feasibility of introducing the use of one risk assessment form, as used in Durham, accompanied by a workable risk management plan.
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SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Neighbourhood Manager (Community Safety)

Subject: POLICE AND CRIME PLAN 2013 – 2017
CONSULTATION

1. PURPOSE OF REPORT

- 1.1 To seek comments from the Safer Hartlepool Partnership on the Police and Crime Plan 2013-17.

2. BACKGROUND

- 2.1 In accordance with the Police Reform and Social Responsibility Act 2011 the Cleveland Police and Crime Commissioner (PCC) is required to produce a four year Police and Crime Plan, refreshed annually, to set out the objectives for policing and reducing crime and disorder in the force area.
- 2.2 Published in April 2013, the current Crime and Police Plan 2013-2017 for Cleveland, attached at **Appendix 1**, sets out five commitments which the PCC aims to deliver over the lifetime of the Plan, these include:
- Retain and develop neighbourhood policing;
 - Ensure a better deal for victims and witnesses;
 - Divert people from offending with a focus on rehabilitation and the prevention of reoffending;
 - Develop better co-ordination, communication and partnership between agencies to make the best use of resources;
 - Respect and value those who deliver community safety services and encourage good community and industrial relations.

3. POLICE AND CRIME PLAN 2013-2017 CONSULTATION

- 3.1 To inform the annual refresh of the Police and Crime Plan the PCC has launched a stakeholder consultation seeking views on the following questions:
- What further actions do you feel the PCC needs to take to develop neighbourhood policing?

- What further actions do you feel the PCC needs to take to ensure a better deal for victims and witnesses?
- What further actions do you feel the PCC needs to take to divert people from offending, rehabilitate offenders and prevent reoffending?
- What further actions do you feel the PCC needs to take to develop better coordination communication and partnership between agencies to make the best use of resources?
- What further actions do you feel the PCC needs to take to improve industrial and community relations?
- Are there any areas of focus you feel are missing from the Police and Crime Plan?

4. RECOMMENDATIONS

- 4.1 That the Safer Hartlepool Partnership note and comment on the Police and Crime Plan and consultation questions.

5. REASONS FOR RECOMMENDATIONS

- 5.1 The Police Reform and Social Responsibility Act 2011 requires the Safer Hartlepool Partnership and PCC to have mutual regard for the priorities established in the local Police and Crime Plan and Community Safety Plan.

6. BACKGROUND PAPERS

- 6.1 Police and Crime Plan 2013 – 2017 – <http://www.cleveland.pcc.police.uk/>

7. CONTACT OFFICERS

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"...this is your force and your voice deserves to be heard."

Barry Copping, Police and Crime Commissioner for Cleveland

Police and Crime Plan 2013 - 2017

www.cleveland.pcc.police.uk

Contents

Page

2.	Introduction by the Police and Crime Commissioner.
3.	Objective 1 - Retaining and Developing Neighbourhood Policing.
4.	Objective 2 - A Better Deal for Victims and Witnesses.
5.	Objective 3 - Diverting People From Crime.
6.	Objective 4 - Building Strong Partnerships.
7.	Objective 5 - Better Industrial and Community Relations.
8-9.	How the Chief Constable will support the Plan.
10.	Measuring Performance.

Appendices

- App. 1 - About the Service.
- App. 2 - Partnerships and Collaboration.
- App. 3 - Finance and Resources.
- App. 4 - Governance and Accountability.

If you require a printed version of this document please email:

pcc@cleveland.pnn.police.uk

Police and Crime Plan 2013 - 2017



PCC Objectives 2013 - 2017

- Retain and develop Neighbourhood Policing
- Ensure a better deal for victims and witnesses
- Divert people from offending, with a focus on rehabilitation and the prevention of reoffending
- Develop better coordination, communication and partnership between agencies to make the best use of resources
- Working for better industrial and community relations

In November 2012 I was elected as Cleveland's first Police and Crime Commissioner, something I regard as a tremendous honour and a responsibility I do not take lightly. My first pledge, which I swore upon taking office, was to work for all citizens whether they voted for me or not.

After listening to the public and consulting with partners and local organisations I have drawn up a Police and Crime Plan that accurately reflects local priorities. This Police and Crime Plan gives strategic direction to the Chief Constable who has responsibility for the day to day operational policing that will deliver the plan. An important part of my job is to ensure the Chief Constable is held to account for delivering this plan.

In this way local people now have direct influence on policing priorities. This is a dynamic process. If the public's priorities change, the plan will change and the priorities of the police will change to reflect this.

Of course the police cannot fight

crime on their own and this is reflected in the fact that as Police and Crime Commissioner I am also responsible for working in partnership with other sectors of the criminal justice system such as probation and victim support to improve outcomes. The main priority for the Force is simple - to further reduce crime and antisocial behaviour and its impact across Cleveland.

This Police and Crime Plan outlines five objectives I believe will help achieve this, objectives that have been drawn up following extensive consultation with local people and which are outlined in more detail here and on the PCC website. Measures have also been put in place to ensure that any institutional failings that come to light will be dealt with swiftly.

This document sets the context and background to my objectives and commitments, along with how we will measure and how the Chief Constable will support the plan operationally. The appendices indicated on the

contents page provide more detailed information.

Work starts now on next year's Police and Crime Plan and there are many ways in which local people can have their say. As part of the "Your Force Your Voice" campaign I am committed to visiting all 82 policing wards across the four districts of Cleveland to hear directly about local policing priorities; people can send a message via the website

www.cleveland.pcc.police.uk or email

pcc@cleveland.pnn.police.uk.

A printed version of this Crime Plan can also be obtained from this email address.

Please do let me know your priorities for policing, this is your force and your voice deserves to be heard.

Barry Coppinger,
Police and Crime
Commissioner for Cleveland
March 2013

Objective 1:

Retaining and developing Neighbourhood Policing.

People want the police to be part of their community. It is clear from "Your Force, Your Voice" meetings that local people expect the police to maintain a reliable, visible and approachable uniformed presence in their communities. I firmly believe that a 'bottom up' approach is the most effective way of tackling crime and antisocial behaviour which is why I led the way in the development of Neighbourhood Policing when it was introduced by Cleveland Police in 2007 and why I have put its retention and development at the top of my objectives.

The Force area has 82 wards, each with different policing needs. Neighbourhood Policing allows officers to gain an in-depth awareness of local community and neighbourhood issues. Successive Local Public Confidence Surveys confirm that a high percentage of people believe that the police in their local area are doing a good or excellent job. I am determined to maintain and if possible strengthen Neighbourhood Policing and can give a commitment that, unless our budget changes unexpectedly, every ward across Cleveland will retain its dedicated Neighbourhood Police Team.

I am committed to working with the Chief Constable to introduce new models of working to create better efficiencies and support front-line services. The Force has a structure that provides dedicated police officers and Police and Community Support Officers (PCSOs) working with communities and neighbourhoods in reducing crime and disorder. I want to keep police officers on the beat rather than overly rely on PCSOs or hand policing over to private companies. I want to ensure a strong and swift response to antisocial behaviour and firmly believe that all incidents should get a response within 24 hours.

Social deprivation, the use and misuse of alcohol and drugs remain significant contributing factors in antisocial behaviour and criminal activity. I am committed to working with partners,

neighbourhoods and communities to reduce the effects of these crimes on individuals and neighbourhoods.

I will ensure that the investigation of publicly reported crime is more closely aligned with Neighbourhood Police Teams, thus focusing on those issues which have the greatest impact on communities and public confidence.

Neighbourhood Watch is a superb example of how local people really can make a difference and I will look to see how even better use can be made of groups already established, as well as encouraging new schemes.

During my time as a member of Cleveland Police Authority I first promoted the idea of the Community Safety Awards to recognise the vital role played by Neighbourhood Police Teams. The last ceremony generated much positive publicity and I am delighted we have been able to expand this year's awards to also recognise

the efforts of the public, local businesses and other police partners in keeping our neighbourhoods safe. I see these Community Safety Awards as embodying all that is good about the partnership between police and public and highlighting the importance of building on what has already been achieved.

The Community Safety Awards will also recognise the contribution made by local businesses. I understand how they can suffer significantly from a range of criminal activity including antisocial behaviour, shop theft and violence towards staff. This seriously affects their livelihood and our local communities. I will work with local businesses to reduce crime.

PCC Commitment

Review and improve Neighbourhood Watch.

Support the awards scheme for Neighbourhood Policing and other community heroes.

Strong and swift response to antisocial behaviour - all reports to get a response within 24 hours.

Call a summit on antisocial behaviour in 2013.

Increase the number of special constables by 2014/15.

Regular PCC neighbourhood visits.

Deliver a comprehensive engagement programme.

Establish a Young People's forum in 2013.

Launch a PCC fund using the Police Property Act for donations to community projects.

Call a series of business crime summits.

Objective 2:

Ensuring a better deal for victims and witnesses.



Young people at a Crime Prevention Awareness session in Hartlepool

A central role of a PCC is to put victims and witnesses at the heart of the local criminal justice system, listening to their views and concerns and ensuring that they are reflected in the priorities of the police and other agencies.

Crime wrecks lives. Even what some might regard as relatively minor crimes can have a major and sometimes permanent effect on victims and witnesses. I have a statutory responsibility towards victims in both listening to their concerns and commissioning victim services. I am committed to working with victim and advocacy services and have signed up to the five Victim Support promises.

Five promises to victims and witnesses

1. Be open and accountable, seeking out and acting on their views.
2. Ensure high quality help and support.
3. Make the police more victim-focused and more effective at meeting their needs.
4. Give victims and witnesses an effective voice in the wider criminal justice system.
5. Constantly work to develop new ways of delivering justice for victims.

To help fulfil my commitments towards victims and witnesses I have established a Victims' Strategic Planning Group. This group provides a cohesive and coordinated approach to supporting victims and also to implementing the proposed actions made by the victims' service advocacy project (Listening and Learning: improving support for victims

in Cleveland). This includes:

- The introduction of harm/impact based model of assessment and delivery of support.
- Clear, jointly agreed, monitored and evaluated pathways for referral, assessment and delivery of support.
- Review of communication and information standards.
- Robust models of victim engagement.
- Explore, agree and initiate models of consortium collaborative service delivery.

We must focus upon safeguarding those most vulnerable in our society, victims of sexual and domestic abuse, children and young people at risk and those suffering from hate crime.

Those most at risk of becoming a repeat victim of crime are a priority. According to the Crime Survey for England and Wales, domestic abuse has the highest rate of repeat victimisation. To tackle this, I will work with the Force and the North-East Women's Network to develop new ways of working to tackle violence against women and girls.

I will also join Barnardo's in their campaign to reduce the number of children and young people suffering from sexual exploitation.

PCC Commitment

Accept the research findings developed by the Victims Service Advocacy (VSA) Project.

Work with the Teesside Victims' Strategic Planning Group to review/commission services.

PCC will commission victims services from 2014. Support targeted activity to eliminate hate crime and host a summit.

Work with the North-East Women's Network to reduce all forms of violence against women and girls.

Work to reduce child sexual exploitation.

Support the Force's honour based violence and forced marriage project.

Target repeat victimisation across crime sectors.

Undertake a thorough review of the police commitment to Coroners' Services in 2013.

Objective 3:

Divert people from offending, with a focus on rehabilitation and the prevention of reoffending.

Working with the Force and partners to cut crime and disorder is my main role. I will fulfil this responsibility by ensuring that the resources available are allocated to effectively develop and promote activities that divert people away from offending. It isn't just a question of dealing with those responsible for antisocial behaviour and disorder. It is equally important to ensure that we do everything possible to divert people from getting involved in unlawful behaviour in the first place, with a particular emphasis on young people.

I want to see greater use of restorative justice - where perpetrators of crime are able to make amends for the damage they cause. I believe that such schemes - where offenders clean up the graffiti or repair the damage they created - could help to stop them from going on to commit more serious crimes in the future and may help to "nip problems in the bud". For those who are arrested and detained in police custody I will support the work of the Independent Custody Visitors who play a key role in identifying and monitoring the welfare of those individuals.

We cannot prevent or stop all crime. It is well recognised that once an individual becomes an offender and is in the criminal justice system there is a likelihood that they will go on to reoffend. Indeed Cleveland has one of the highest rates of reoffending for those given suspended or community sentences. I will fully support the Chief Constable in delivering policing across the Cleveland area to improve the quality of life for its residents, business and visitors. This includes tackling serious and organised crime. The drugs sold in our communities are usually imported by organised criminals. Their profits are laundered through seemingly legitimate businesses with the intention that crime bosses can spend the proceeds free from risk. We need to get tough on organised crime and to

prevent those profiting from crime by seizing more criminal assets than ever before.

I pledge to engage with young people in custody and involved in the criminal justice system. I support the campaign launched by the national charity 'Howard League for Penal Reform' which asked all Commissioners to sign a pledge to consult with young people when developing future plans. I have also pledged to 'listen to the experts' when it comes to making decisions on services for young people. I fully support the Young People's Strategic Planning Group and will work with partners to ensure positive outcomes for children and young people.

I support the multi-agency partnership initiative 'Troubled Families programme' delivered in each of our four local authority areas, whereby families are helped to get back into employment, to improve school attendance and to reduce crime and antisocial behaviour.



PCC Commitment

- Develop** a restorative justice approach.
- Tackle** serious and organised crime.
- Divert** young people away from offending.
- Engage** with young people in contact with the criminal justice system.
- Work** with the Young People's Strategic Planning Group to review/ commission services.
- Support** the work of the Troubled Families programme.

Objective 4:

Develop better coordination, communication and partnership between agencies to make the best use of resources.



It is recognised that reductions in crime and antisocial behaviour cannot be delivered by a single organisation. Successful local partnerships between the police, local authorities and other criminal justice agencies are vital in delivering successful and long-term reductions.

We have strong partnerships with local people, councils and the voluntary sector aimed at tackling and preventing crime and I will build on these strengths. I have a statutory power to request reports from local partnerships about issues of public concern and to deal with these.

I will ensure, at a time when policing is facing unprecedented financial challenges, that resources are concentrated on the front-line - whether that is by tackling local neighbourhood issues, or tackling organised crime and counter-terrorism activities.

PCC Commitment

Ensure police resources are focused to the front-line.

Work with partners to deliver shared priorities and champion partnership working across criminal justice agencies.

Work with the voluntary and community sector to develop solutions to local problems, in particular the Safer Future Communities network.

Review the work of Advisory Groups and seek to maximise their effectiveness.

Facilitate the involvement of volunteers where appropriate.

Objective 5:

Working for better industrial and community relations.



Police Commissioner Copping with a neighbourhood patrol in Stockton

People are our greatest asset and I will seek to achieve fairness for all our staff. I will ensure that we consult with staff and staff associations when shaping the future of the Force. During the period of this plan, Cleveland Police will undergo major restructuring as part of its business transformation and modernisation programme. I will strive to achieve financial stability, rooting out waste and inefficiencies and making sure that the tax payer receives the best quality services and value for money.

One of my first priorities is to re-establish stability in the senior management team of the Force. My appointment of a permanent Chief Constable is a step in that direction.

I will stand against further cuts to policing and the loss of police officers - and will do everything possible to protect policing in Cleveland. We are a greatly improving Force and I am determined to keep it that way. To support this, I will work relentlessly to ensure the Force is awarded maximum levels of funding and will champion the interests of Cleveland Police locally, regionally and nationally.

PCC Commitment

Protect the police from political interference and respect the independence of the Chief Constable.

Develop new models of working and enhance leadership skills in 2013/14.

Prepare a balanced budget for 2013/14.

Emphasise the importance of integrity and openness, ensure swift response to any institutional failings.

Be a champion for those who work to keep Cleveland safe.

Fight for the interests of Cleveland Police locally, regionally and nationally.

Promote excellence in community safety practices.

Promote tolerance and respect regardless of age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion and beliefs, gender and sexual orientation.

Ensure we engage staff associations when shaping the future of our organisation.

How the Chief Constable will support the objectives.



Cleveland Chief Constable Jacqui Cheer

Cleveland Police continues to reduce crime, deal effectively with antisocial behaviour and catch and convict those responsible for committing crimes. This is against a backdrop of reducing numbers of police officers and changes in the types of crimes we deal with. It is important that we stay focused on making the best use of our available resources and work in partnership with other agencies, the voluntary sector and the public to keep you safe. In 2013 and 2014 this will be achieved

through three processes which complement each other and provide the leadership necessary to succeed in the current challenging economic and policing environment.

We are fully committed to supporting the Police and Crime Commissioner's objectives. The proposed measures for these are contained within this Plan and whilst the police cannot achieve all of them on their own we will work hard to ensure that we and others succeed. Each objective has a named chief officer responsible and accountable for the actions and activities within it.

The Force has developed an operational policing plan for the first year of the Police and Crime Plan which sets out our priority areas to support the Police and Crime Commissioner's objectives. In developing this operational plan we have taken account of public consultation, listened to our partners and considered the current crime and disorder within Cleveland.

The Force priorities are shown overleaf. Cleveland Police will continue

to focus on reducing all crime and antisocial behaviour, however these priorities are the areas that will receive additional scrutiny and attention due to the impact they have on our communities and individuals within them. Each of the priority areas will have an allocated lead officer at Chief Superintendent level.

The Force is also undertaking a major restructuring programme to ensure that we can continue to deliver effective front-line services with a reducing number of police officers and our reducing budgets. This programme, known as Orbis, will introduce four force-wide operational commands each led by a Chief Superintendent and ensures that neighbourhood policing, responding to calls from the public and dealing with emergencies remain at the heart of what we do. The reduction in numbers will be seen in management posts whilst we do everything we can to maintain constable numbers and ensure that they remain in front-line or operational posts. The proposed new structure is shown below.

Operations Command	Crime and Justice Command	Neighbourhood Policing Command	Tasking & Coordination Command	Business Support
Incident Resolution Team	Protection Vulnerable People	Integrated Neighbourhood Policing Teams including Volume Crime	The Hub Control Room	Professional Standards
Specialist Support	Major Crime	Community Safety	Intelligence	Legal Services
Licensing	Serious & Organised Crime (Force and NE Unit)	Level 1 Source Unit	Force Intelligence Bureau	Business Transformation Unit
Dogs	Economic Crime	Drugs	Performance	Executive Support
District Support Unit (Air Operations)	Special Branch		Corporate Communications	Finance
Joint Specialist Operations Unit (Mounted Section)	Level 2 Source Unit			Human Resources
	Criminal Justice			Programme I
	Custody			
	Prisoner Handling Team			

PCC Objective	Force Priority	Area of Focus
Retain and develop neighbourhood policing	Reduce neighbourhood crime	<ul style="list-style-type: none"> • Antisocial behaviour and criminal damage • House burglary • Personal robbery
Ensure a better deal for victims and witnesses	Improve services to victims and witnesses	<ul style="list-style-type: none"> • Quality of service • Repeat victimisation
	Protecting People	<ul style="list-style-type: none"> • Sexual exploitation of children • Hate incidents • Sexual offending • Domestic abuse • High risk missing people
Divert people from offending, with a focus on rehabilitation and the prevention of reoffending	Reduce offending and prevent re-offending	<ul style="list-style-type: none"> • Restorative justice • Integrated offender management • Sexual and violent offenders
	Tackle serious and organised crime	<ul style="list-style-type: none"> • Organised crime groups • Criminal use of the roads • Proceeds of crime
Develop better coordination, communication and partnership between agencies to make the best use of resources	The effective use of resources	<ul style="list-style-type: none"> • Force structure • Develop our leaders • Effective partnerships • Acting professionally

How performance will be measured.

PCC OBJECTIVE	HOW THIS WILL BE MEASURED	WHAT THE PCC WILL DO
<p>Retain and develop Neighbourhood Policing.</p> <p>Outcome: Reduced Neighbourhood Crime</p>	<ul style="list-style-type: none"> Analyse and scrutinise: Publicly Reported Crime Data. Antisocial Behaviour levels. Public Confidence ratings. 	<ul style="list-style-type: none"> Weekly accountability meetings with Chief Constable. Monthly attendance at the Strategic Performance Group. Quarterly Performance Accountability by the Force. Attend at least one local area meeting in each of the 82 wards.
<p>Ensure a better deal for victims and witnesses.</p> <p>Outcome: Improved Victim Satisfaction</p>	<ul style="list-style-type: none"> Analyse victim crime data supplied by our Force and partner agencies. Develop and deliver key actions identified through engagement with victims. 	<ul style="list-style-type: none"> Establish Cleveland-wide groups to embed best practice in the support victims of crime. Generate support to influence the future developments and activities with our Force and partner agencies.
<p>Divert people from offending, with a focus on rehabilitation and the prevention of reoffending.</p> <p>Outcome: Fewer People Reoffending</p>	<ul style="list-style-type: none"> Analyse all available offending data to develop diversionary initiatives within Cleveland. Measure the level of success of restorative justice interventions. 	<ul style="list-style-type: none"> Establish a Young People's Strategic Planning Group to plan and commission services that prevents and diverts young people from becoming involved in crime. Develop a restorative justice approach with the Force and partner agencies.
<p>Develop better coordination, communication and partnership between agencies to make the best use of resources.</p> <p>Outcome: Successful Services Commissioned</p>	<ul style="list-style-type: none"> Measure the level and effectiveness of partnership working through agreed deliverables. Monitor partner performance data to inform the PCCs objectives. 	<ul style="list-style-type: none"> Ensure resources are given priority at the front line. Improve partnership working with relevant agencies (e.g. criminal justice, advisory groups, and voluntary and community sector) and in the use of police volunteers.
<p>Working for better industrial and community relations.</p> <p>Outcome: Organisational Stability</p>	<ul style="list-style-type: none"> Monitor all aspects of police human resources data (e.g. sickness, equality and diversity). Monitor all finance data in respect of the police service with particular reference to capital investments, revenue expenditure and treasury management. 	<ul style="list-style-type: none"> Establish stability in the Chief Constable's team. Develop new ways of working and prepare a balanced budget. Emphasise the importance of integrity and openness. Fight for the interests of Cleveland Police locally, regionally and nationally.



YOUR FORCE YOUR VOICE

POLICE AND CRIME
COMMISSIONER
FOR CLEVELAND



SAFER HARTLEPOOL PARTNERSHIP

7th February 2014



Report of: Director of Regeneration and Neighbourhoods

Subject: INDEPENDENT POLICE COMMISSION REPORT - NOVEMBER 2013 (POLICING FOR A BETTER BRITAIN)

1. PURPOSE OF REPORT

- 1.1 To inform the Safer Hartlepool Partnership of the recently published Independent Police Commission Report (The Stevens Report) 'Policing for a Better Britain' and its key recommendations.

2. BACKGROUND

- 2.1 On 25 November the report of the Independent Police Commission established by the Shadow Home Secretary, and Chaired by Lord Stevens, the former Commissioner of the Metropolitan Police, published their report entitled 'Policing for a Better Britain'. (The full report can be found at www.independentpolicecommission.org.uk)
- 2.2 The report, which is considered to be the most in-depth and comprehensive look at Policing since the 1950s, offers a vision of better policing that can contribute to the creation of a safer, more cohesive and more just society. The report contains a detailed and integrated set of recommendations designed to give effect to this vision, as attached at **Appendix 1**, and proposes a programme of reform framed around the following eight themes:
- A social justice model of neighbourhood policing
 - Creating Effective Partnerships
 - Achieving better democratic governance
 - A new deal for Police Officers and Staff
 - Building a Police Profession
 - Raising Standards and Remedying Conduct
 - A structure fit for purpose
 - Making savings and efficiencies

- 2.3 In summary the Commission recommends widespread reform in the police service and sets out practical proposals in terms of how the police operate, are governed and regulated. These include the creation of a statutory definition of the role of the police, replacing the Independent Police Complaints Commission (PCC) and Her Majesty's Inspectorate of Constabulary (HMIC) with a single body responsible for investigating and prosecuting serious complaints; and a review of the number of police forces to reduce them from the current 43.
- 2.4 In terms of local policing and partnership working the Commission recommends the introduction of a local policing commitment setting out what communities can expect in terms of neighbourhood policing, emergency reports, and investigations of crimes; protecting local partnerships through the strengthening of accountability at a Community Safety Partnership level (CSP); the abolition of Police and Crime Commissioners (PCC) with local authorities commissioning local policing from their force through retention of an element of the police precept, and creation of police boards made up of council leaders to set the budget and strategic priorities.

3. RECOMMENDATIONS

- 3.1 That the Safer Hartlepool Partnership note and discuss the summary of recommendations attached at **Appendix 1**.

4. REASONS FOR RECOMMENDATIONS

- 4.1 The Home Office has said that it will consider the recommendations contained within the Stevens Report, and the Shadow Home Secretary, has said that the Labour Party will consult on the recommendations but expects to 'implement the majority of them'.

5. BACKGROUND PAPERS

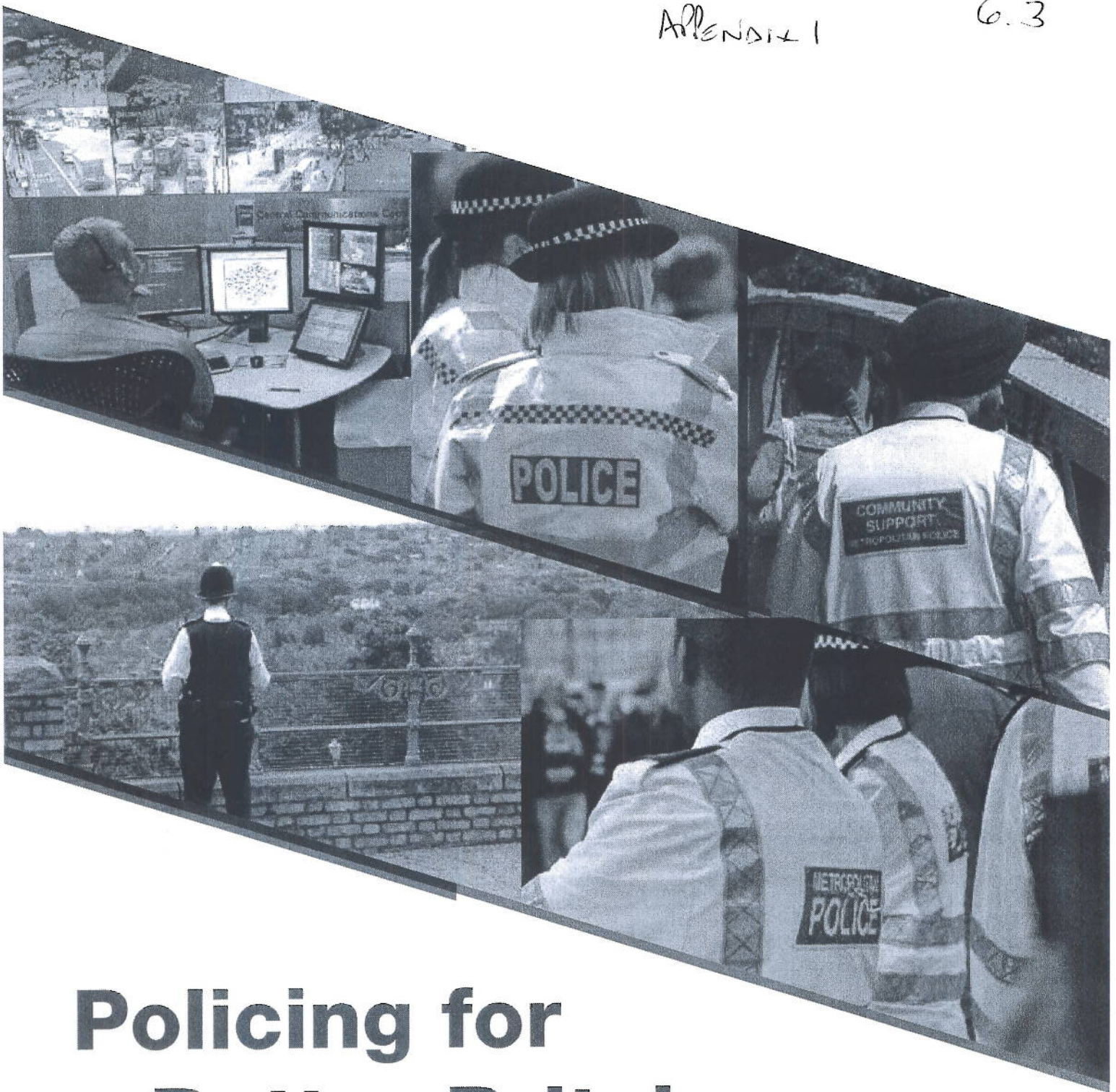
- 5.1 'Policing for a Better Britain' – Report of the Independent Police Commission
www.independentpolicecommission.org.uk

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Policing for a Better Britain

Report of the Independent Police Commission

Summary and Recommendations

“Policing should contribute to the creation of a safer, more cohesive and more just society.”

The police service in England and Wales is going through a period of tumultuous change and faces huge challenges in the years ahead. Today policing takes place against the backdrop of deep social transformations – a global economic downturn, quickening flows of migration, widening inequalities, constitutional uncertainty, and the impact of new social media. Crime levels have fallen, but the police and their partners face the challenge of new forms of criminal activity including cybercrime, fraud, terrorism, and the trafficking of people and goods. Endemic problems of anti-social behaviour continue to blight the lives of many people in our most deprived communities. An increasingly sceptical public make competing demands for order, not all of which the police are able to meet. Victims of crime, rightly, want a more personal, swift and just response from the criminal justice system. Public confidence in the integrity of the police has been damaged by a spate of organisational failures and high profile scandals. The police have experienced sharp budget cuts and face a period of fiscal restraint that is likely to continue for the foreseeable future. We are no longer able to improve policing by spending more money on the police service. That path has been closed off. Given this, the Commission has taken great care to develop a vision of better policing – and a set of practical proposals - which do not require additional resources.

The police have also been subject to a radical programme of reform instigated by the Government. Some of these reforms have been important and necessary – for example, changes to police officers’ pay and conditions and the creation of the College of Policing. Others however have proven less successful, such as the experiment with elected Police and Crime Commissioners (PCCs) which has been riddled with failings. Whilst the introduction of PCCs has given effect to an important democratic principle, the model has fatal systemic flaws. The Government has created a stand-off with the police service that has left officer morale at rock bottom. The police have a structure of 43 separate forces that few believe to be cost-effective or adequately equipped to meet the crime challenges of today – though there is no consensus on a better alternative. The procurement of technology by the police service continues to be problematic. Indeed it was described by Sir Hugh Orde in evidence to the Home Affairs Select Committee² as being ‘in a bit of a mess’. Furthermore the service, constrained by the lack of finances available to it, risks outsourcing key aspects of policing to the private sector in an ad-hoc and unprincipled manner. Faced with continuing budgetary constraints and repeated calls from government ministers insisting that they are ‘crime-fighters’, the police service in England and Wales is in danger of retreating to a discredited model of reactive policing. Neighbourhood policing that is responsive to the concerns of local communities is being threatened. In short, we believe that the Government has made the wrong calls in areas where it has acted - police purpose and governance - while failing to address key issues where reform is urgently required, such as police standards, misconduct, and structures.

² House of Commons Home Affairs Select Committee (2011) New Policing Landscape

In this Report – *Policing for a Better Britain* – we set out a bold and radical vision of how to deliver fair and effective policing in straitened times. We offer a coherent, long-term model that is rooted in the Peelian tradition of British policing, but which seeks to apply Robert Peel’s founding principles to the challenges the police face today. This model of policing is one grounded in values that are widely shared among the British people and informed by good evidence of how the police can, with others, contribute to the creation of a safer, more cohesive and more just society – in short, to a better Britain.

We aim to create a police service that is professional, democratically accountable and which serves the common good. Our vision is of a police service with a social purpose that combines catching offenders with work to prevent crime and promote and maintain order in our communities. It means a service that listens closely to the demands of everyone while meeting the needs of the most vulnerable in our society and protecting victims of crime. It means a service that is rooted in local communities while also possessing the capacity to tackle effectively threats of organised and cross-border crime. The ‘golden thread’ running through our analysis and proposals is that the local policing area is the core unit, and building block, of fair and effective policing.

The Report contains a detailed and integrated set of recommendations designed to give effect to this vision. In concrete terms, we propose a programme of reform framed around eight themes, each of which seeks to address the initial terms of reference set.³

A Social Justice Model of Neighbourhood Policing

- 1 We need to bring clarity and stability to a broader social mission for the police. The police are not simply crime fighters. Their civic purpose is focused on improving safety and well-being within communities and promoting measures to prevent crime, harm and disorder. **The Commission recommends that the social purpose of the police should be enshrined in law.** This will help to bring much-needed consensus to the question of what we expect the police to do.

This has recently been achieved, following the introduction of a single national police service, in Scotland. We believe that the national statement of purpose for Police Scotland has much to commend it as a model for enacting a legislative purpose for the police in England and Wales. Section 32 of the relevant legislation declares:

‘The policing principles are —

- (a) that the main purpose of policing is to improve the safety and well-being of persons, localities and communities in Scotland, and
- (b) that the police service, working in collaboration with others where appropriate, should seek to achieve that main purpose by policing in a way which —

³ Please see appendix eight for a full list of our terms of reference

- (i) is accessible to, and engaged with, local communities, and
- (ii) promotes measures to prevent crime, harm and disorder.⁴

2 The neighbourhood remains the key building block of fair and effective policing and it is vital that visible, locally responsive policing is protected in times of fiscal constraint. We need a police service that listens closely to the demands of the whole community while focusing resources where evidence suggests they are most needed and can do most good. We need local policing that treats everyone with decency and respect. Neighbourhood policing has to be distributed and delivered in ways that are substantively and procedurally fair. The protection of neighbourhood policing demands that the legislated national purpose is backed up with a set of national minimum standards of police service which everyone should be entitled to receive, and which local police forces and those who call them to account must deliver. **To this end, the Commission recommends that a Local Policing Commitment is introduced.** The substance of this Commitment will be subject to further discussion. However, it should include the following:

- (a) a guaranteed minimum level of neighbourhood policing;
- (b) emergency response or an explanation of why this demand will not be met or can be met by other means;
- (c) requests to the police for assistance, or reporting a crime will be met by a commitment to appropriate response times;
- (d) reported crime will be investigated or an explanation given of why this is not possible;
- (e) victims will be regularly updated as to the progress of the investigation; and
- (f) those coming into contact with the police whether they be victims, witnesses, offenders or complainants will be treated with fairness and dignity.

Creating Effective Partnerships

The police must build and strengthen key relationships in order to prevent crime and reduce harm in our communities – relationships with community and third sector organisations, with mental health agencies, with social work, education and training, with prosecutors, courts and probation, and with the private sector. **We recommend a series of practical measures that need to be taken in order to protect and enhance key crime prevention partnerships.**

- 3. As part of a commitment to strengthening neighbourhood policing, the police and local councils should **involve ordinary citizens and those in key occupations in dealing with conflict, crime and anti-social behaviour.**
- 4. To improve the effectiveness of police relationships with other actors in the criminal justice system:

⁴ Police and Fire Reform (Scotland) Act 2012.

- (a) The College of Policing should review and **improve the quality of police training in criminal law and criminal procedure**, including the rules of evidence and the role of police officers and police work in the criminal justice system;
 - (b) All forces should **move rapidly towards enabling the electronic submission of case files** to courts and prosecutors;
 - (c) The Home Office should **set out a coherent set of principles for dealing with offenders and offending outside the criminal justice system** with a view to improving public confidence in such disposals.

- 5. Local community safety partnerships are being undermined by cuts to local government and by the shift of focus and budgets to PCCs. **The Commission recommends that the success of the Crime and Disorder Act 1998 needs to be built upon. We need to protect and extend the statutory arrangements that the Act put in place and the Commission recommends a considerable strengthening of police accountability at the so-called Local Policing Unit (LPU) which is where Community Safety Partnerships (CSPs) generally operate. These proposals are set out fully in chapter three.**

- 6. We consider that the UK needs a combination of police and a third party agency to act as a portal for the reporting of online crime, as an analytic filter of those reports and as a distributor to single points of contact in each force or the National Crime Agency (NCA). **We recommend that work be taken forward to develop such a third party agency supported by the industry, banking and corporate social responsibility from affected businesses.**

- 7. Police relationships with the private sector are important and essential. Pressures to extend these relationships are also going to increase as budget cuts continue to bite. However, it is vital that partnerships with the private sector are developed in a coherent and principled way that attends to what the private sector can more effectively deliver and to the limits of private sector involvement in police work. **The Commission recommends that when considering whether to outsource areas of police operation, PCCs and other stakeholders should adhere to the following principles:**
 - (a) How policing services are provided is a matter for democratic debate and political choice;
 - (b) The coherence and effectiveness of policing should be enhanced rather than undermined by private sector involvement;
 - (c) The use of the legal powers of the warranted constable should only be exercised by the public police;
 - (d) Functions that rely on trust and legitimacy should normally be carried out by the public police;
 - (e) The symbolic function of the police as guarantors of social order and legitimate governance should not be undermined.

Achieving Better Democratic Governance

The Government initiated a radical reform programme designed to enhance the democratic governance of the police. However, the 'single individual' model of accountability that has been introduced has serious deficiencies that cannot easily be fixed. **The Commission recommends an alternative path to achieving better local democratic governance** comprising the following elements:

8. **Local democratic accountability is an important value that needs to be defended and extended.** There must be no retreat from the principle of giving the public a direct voice in how they are policed. Locally elected politicians should set the strategic direction of the police and hold them to account for their performance.
9. Following a careful evaluation of the evidence, **the Commission concludes that the PCC model is systemically flawed as a method of democratic governance and should be discontinued in its present form at the end of the term of office of the 41 serving PCCs.**
10. The Commission sees no benefit in reinstating local police authorities in place of PCCs, nor does it consider it desirable to return to the days of trying to steer local policing from Whitehall. The Commission proposes to further democratise decision-making over policing by devolving greater powers to lower tier local authorities. The Commission recommends four key measures to achieve this:
 - (a) The introduction of a **legal requirement on the police to organise internal force boundaries in ways that are coterminous with the lowest relevant tier of local government;**
 - (b) **Legislating to give local government a say in the appointment of local police commanders;**
 - (c) **Enabling lower tier local authorities to retain at least some of the police precept of the council tax which they will then use to commission local policing from their force. this funding would be ring fenced to fund the police service and could not be diverted into other local authority services; and**
 - (d) **Giving those same lower tier local authorities the power to set priorities for neighbourhood policing, the local policing of volume crime and anti-social behaviour, by formulating and agreeing with local police commanders policing plans for their town, city or borough**
11. Having devolved decisions over local policing matters to a more local level, we recommend that **at force level a Policing Board comprising the leaders of each local authority within the police force** are be given the power to set the overall budget for the police force area, appoint and dismiss the chief constable and formulate and agree with the chief constable the force level policing plan setting out the strategic priorities for the force.
12. Two other options should also be considered: **relocating the powers and budget currently held by the PCC so that they are jointly exercised by an Elected Chair and indirectly-**

elected local Policing Board, or transferring to a directly-elected Local Policing Board their powers of priority-setting, community engagement, commissioning services and developing close relationships with other criminal justice and community safety agencies.

13. The Commission believes that local community engagement has to be made a routine component of police work and a core responsibility of those elected to hold the police to account. **We recommend that police forces consider establishing 'participatory budgeting units' in order to ensure greater involvement of local communities in allocating local policing resources.**

A New Deal for Police Officers and Staff

The Commission endorses elements of the Government's programme for modernising police pay and conditions. Such reforms were necessary and overdue. However, the process of implementing change has left police morale at rock bottom. These reforms also need careful scrutiny and review as they are implemented. **The Commission proposes a new deal for police officers and staff.** This is made up of the following practical proposals:

14. **We endorse the Winsor aspiration of enhancing the status of policing to a profession** and the corresponding proposals to raise the qualification standards of those entering the profession.
15. **We reject the new starting salary for police constables** and urge that a level be set commensurate with the qualifications and experiences of new recruits.
16. **The Commission recommends the setting up of an independent review of the effects of the Winsor recommendations** within two years of their implementation.
17. A new deal for police officers means, **implementing models of working which embed 'procedural fairness for all' in the routine operation of police organisations.** This requires police forces to put in place relevant structures and processes, training for senior officers and management, and high level commitment from chief officer teams. Police officers and staff must be treated as a vital resource in the development and delivery of better policing, not simply as the objects of reform.
18. **Greater use should be made of the powers within the 2006 and 2010 equalities legislation with a view to correcting the still poor representation of women and ethnic minorities in the police.** We recommend that the Equality and Human Rights Commission (EHRC) work with the police service, through the College of Policing, to review data on discriminatory treatment and disproportionate representation and that the EHRC consider initiating legal compliance action where explanations from forces are inadequate.

19. **We recommend that staff with key skills such as Crime Scene Investigators, Crime Analysts and specialist cybercrime investigators should have a route into the service via lateral entry.**

Building a Police Profession

The Commission welcomes the creation of the College of Policing and believes it has a vital leadership role to play in developing the police into an evidence-based profession. To this end, we make the following practical proposals:

20. **The Commission recommends creating a ‘chartered police officer’ as the basis of the police profession.** A ‘chartered’ police officer accountable to a strong professional body will improve public confidence and give greater competence and status to police officers and staff. All police officers must register with the College of Policing. Existing officers will be registered under ‘grandfather’s rights’, but all must demonstrate they are properly accredited within five years. This provides a mechanism for continuous professional development and means that those without accreditation will leave the service. The College of Policing will become the authoritative voice of policing in relation to standards, procedures and training, but ACPO must maintain its position as the voice of the service on operational matters.
21. **The College of Policing would hold and make publicly available the register of all chartered practitioners.**
22. **The presumption should be for total transparency –with open, public hearings for decisions on serious misconduct** - rather than the muddled regime of partially open hearings and judgements which currently prevails.
23. **Police officers found to have committed serious misconduct by the College of Policing board should be struck off from the register.**
24. **The professional body’s primary lines of accountability should be both to the Home Secretary and Parliament.**
25. **A Code of Ethics for police officers and staff should be introduced, following consultation on the current draft produced by the College of Policing that would set standards of professional behaviour. That includes honesty and integrity, authority, respect and responsibilities to the public.**
26. **The relationship between the media and the police must be improved, based on:**
- (a) **new media guidelines which re-build trust and confidence and encourage, not restrict, two-way openness and contact; and**

(b) streamlined and minimal requirements to record but not restrict contact with journalists.

27. A publically available register of police practitioners should be created, that will:

- (a) incorporate all those working within public policing; and
- (b) operate different levels of registration according to qualification (ordinary, advanced, chartered) and permit multiple pathways to achieve advanced and chartered registration.

Raising Standards and Remedying Misconduct

A spate of organisational failures and scandals over recent years has badly damaged public confidence in the integrity of the police. It is vital this situation is put right. Recent experience has found wanting the existing system which separates the monitoring of organisational performance from the investigation of police complaints. The Commission suggests a single significant reform to remedy the failings of current arrangements.

28. We recommend the abolition of HMIC and of the IPCC, and the creation of a new single IPSC. From the outset the IPSC should create a database with the necessary storage facilities to retain oversight of serious investigations (historic and current) which are or are likely to be of significant public interest. This new agency would hold police forces to account for the delivery of standards, deal with misconduct effectively and efficiently, and ensure all failings are addressed without delay.

29. to ensure that the practice standards set out by the College of Policing are being appropriately applied by individual forces we consider that a power to impose an improvement framework akin to the Consent decree on forces where key standards fall well below an acceptable standard would provide a more active and effective regulation than the current regime of largely toothless recommendations.

30. The College of Policing would have responsibility for managing new 'professional competence and conduct panels', but the IPSC should have the duty to ensure that they are meeting the public interest.

31. We envisage that the new body would be 'prosecution authority' for serious complaints and the appeal body for complainants who were not satisfied with lower level complaints.

A Structure Fit for Purpose

32. The Commission found broad agreement that the present structure of 43 separate police forces for England and Wales is no longer cost effective or equipped to meet the challenges of organised and cross-border crime. In a world of greater mobility and fiscal constraint the model is untenable. However, there is little or no consensus about a better alternative

arrangement. Against this backdrop, the Commission makes a clear recommendation that change is essential and believes there are three serious options for finding a path out of the current impasse, namely:

- (a) Locally-negotiated mergers and collaboration agreements: actively encouraging forces to group together and supporting voluntary amalgamations, enhanced cooperation learning best practice lessons from the bottom-up ;
- (b) Regionalisation: A coordinated amalgamation into approximately ten regional police forces;
- (c) National Police Service: The creation of a single national police service (Police England and Wales) or two separate forces (Police England and Police Wales).

We recommend that detailed proposals for structural change, with the locally-negotiated mergers and collaboration agreements, regionalisation and national police service options produced and a wide-ranging consultation undertaken with a view to securing swift implementation.

Making savings and efficiencies

The Commission is disheartened and dismayed by the recurring criticisms of the police service's inability to rationalise its procurement of Information Technology (IT) and non IT consumables and is greatly exercised by problems besetting the forensic science services. The continued failure to manage procurement is not only costly in economic terms and wasteful of human effort but it potentially compromises the efficiency and effectiveness of investigation and other policing tasks. The imminence of a new generation of procurement contracts which include the Police National Computer (PNC), the Police National Database (PND) and Airwave presents a real opportunity to achieve greater integration and interoperability of intelligence and improve means of communication. The Commission cannot emphasise strongly enough the urgent need to address these persistent problems. There should be national guidelines and, wherever possible, national frameworks for local forces to purchase goods and services, together with a robust analysis of police forces' requirements similar to those proposed by the National Audit Office (NAO), namely: appreciation of thresholds whereby back office functions can be streamlined or removed; analysis of trade-offs between supporting all forces and a staged approach; and clarity about degrees of convergence to be achieved within the service and between the criminal justice service agencies.

- 33. The Commission recommends the development of a national procurement strategy co-ordinated jointly by the Ministry of Justice and the Home Office for IT, non IT consumables and forensic services; the aim being to secure integration, common standards and value for money of these services.**

The Commission has calculated the following savings that, enacted swiftly, could save the forces an estimated £62.6 million to 2016/17. These should be only the tip of the iceberg in terms of better procurement and collaboration.

- (a) According to findings published by the Public Accounts Committee and the NAO, if 80% of items were bought through the procurement hub, rather than the current 2%, potential benefits were estimated at just over £50 million to 2016-17.
- (b) Forces could save an estimated £4.8 million to 2016/17 across five types of common equipment, assuming they paid the average of the five lowest prices paid.
- (c) Forces have also found it particularly hard to agree common specifications for uniform, which they spent almost £8 million on in 2010-11. If forces could replicate cost reductions achieved through standardising uniforms in the prison service they could an estimated £7.8 million to 2016/17. As the NAO has said, this would not require a single national uniform or inhibit forces having customisable insignia to identify their officers.

34. The Commission recommends that every force provides all its police officers and operational staff with all 19 basic technology operating system capabilities (as identified in the HMIC report '*Taking Time for Crime*' of 2012) as a minimum and ensures that all software updates are routinely installed.

35. The Commission sees real merit in seeking to ensure that officers can access intelligence remotely through a single integrated platform and proposes achieving this through:

- (a) storing the PNC, the PND and forensic support systems such as the National Fingerprints Database on a single platform;
- (b) making federated systems, including national watch lists, searchable via this new platform;
- (c) giving responsibility for the database to a lead force;
- (d) making access to the platform available to all officers via their mobile technology capabilities as early as possible.

36. The Commission is extremely concerned about the current provision and use of forensic science services. We consider that urgent attention should be given to ensuring that the quality of forensic service provisions meet operational requirements, thereby avoiding current and future problems.

37. In addition to the principles underpinning relationships between the police and the private sector, outlined in recommendation seven, we recommend that the following public interest tests are applied to the process of procuring goods and services, designing contracts, and monitoring the performance of contractors:

- (a) **consultation** - police officers, staff, stakeholders and local people should be consulted prior to any final decision being taken;
- (b) **responsibility** – consideration should be given to: whether police forces have the necessary skills to procure effectively and ensure quality compliance? Are forces dependent upon a small range of suppliers? Have allowances been made for possible unforeseen changes in the landscape of policing such as, for example, further budget cuts? Have forces used their collective bargaining power to

advance wider policing and social goals such as positive action initiatives to encourage employment of black and ethnic minority (BME) staff? Have forces ensured their contractors are being paid a living wage?

- (c) **transparency** – has there been sufficient transparency to ensure that the public interest is being protected? Commercial confidentiality is clearly important, but it must not be allowed to stand in the way of getting best value out of scarce public resources;
- (d) **risk assessment** – have the values and practices of fair and effective policing been preserved?
- (e) **accountabilities** – are staff contracted to work for the police to be subject to the same processes for remedying misconduct as sworn officers?

Introduction: Contexts, Challenges & Principles

Introduction

The police today face an uncertain future in which the only thing that can be predicted with any confidence is that hard choices will have to be made. In this report, the Commission sets out a bold and radical vision of how to deliver better policing in these demanding times. But we do not and cannot start with a blank slate. Over the last 50 years – since the Royal Commission on the Police reported in 1962 – British society has altered dramatically and it is vital to take account of the key changes in the economic, social and political contexts within which policing takes place. Through our surveys, public meetings and evidence-gathering sessions, we have heard about the problems and challenges confronting the police service today. Any attempt to make the police better, and make policing contribute to a better Britain, has to be fully cognisant of this altered context and be able to address these challenges.

In this introduction, we lay out the key elements of the social context of British policing and describe the key challenges that have emerged from, and during, the Commission's work. We then revisit the 'Peelian principles' and consider their applicability to the world of policing today, noting that ACPO in their written submission to the Commission considered the Peelian Principles:

'a vibrant and valid foundation for policing today ... [which] remains relevant and ... one of the strengths of the British Model of Policing'⁵

What is required, the Commission argues, is a revised application of those core policing principles so as to provide the basis for a police service that can meet today's challenges in ways that are effective, legitimate and committed to the common good.

Contexts

British policing takes place in an economic, social and political context that has radically changed since the Royal Commission on the Police reported in 1962. It is essential to understand this wider context and its effects upon police work if we are to appreciate the scale of the contemporary challenges faced by the police. We will refer to these changes at relevant points throughout our report. For now, it is necessary to record the most significant elements of this altered context.

⁵ ACPO written submission

A climate of austerity

There is no doubt that any change will have to take place against the backdrop of diminishing resources. While it was true that until recently 'we spent about 2.5% [of our Gross Domestic Product (GDP)] on law and order, ... considerably more ... than any other [Organisation for Economic Cooperation and Development] (OECD) member state,'⁶ the situation has changed with the police in England and Wales now facing real term cuts of 20% in their budget by 2014-2015, an estimated loss of £2.1 billion across 43 police forces. In 2010-2011, there was a reduction of 5.68% in front line officer numbers across England and Wales – a loss of 6,800 officers. An overall loss of over 15,000 officers is projected by 2014-15. Further cuts to the police budget of 'up to 6%' were announced by the Treasury in the Spending Review for 2016-2017. Even on the slower scale and pace of cuts proposed by the Labour Party, at half the size and over an entire Parliament, significant savings would still need to be found. Financial austerity is likely to be part of the structuring context for policing in England and Wales for the foreseeable future. This effectively rules out the option of spending our way to improved service or performance. Police forces are going to have to prioritise demand and focus their resources more effectively. This is a challenge that the Commission has sought to meet head on. We have taken great care to develop a vision of better policing – and a set of practical proposals - which do not require additional resources.

Socio-economic transformations

The social conditions within which the police operate have been transformed over recent decades and will continue to change. The globalisation of markets for goods and services; new patterns of personal mobility and migration; the advent of the internet and social media; the fragmentation of families and communities, and increasing levels of inequality, have created a shifting landscape of criminal opportunities, threats and risks and have impacted upon public demands for order and security. There has been growing public concern about anti-social behaviour, particularly in the most deprived communities, and a consequent pressure on the police to intervene. The police also work in an environment shaped by long-term decline in deference for and trust in authority. In today's world, citizens expect more of government, are more sceptically alert to the performance of public services, and often expect to be consulted over the form and quality of provision. Effective, legitimate policing is much harder to foster and sustain in this context. It requires careful thinking about how best to manage public expectations of policing, given that not all demands can be met. It also involves more than simply delivering a professional service to the public.

Changing levels and patterns of crime

Crime levels in England and Wales have been falling since the mid 1990s and continue to do so. Figures from the Crime Survey for England and Wales (CSEW) for the year ending March 2013 show a 9% decrease in overall crime against adults compared with the previous year's survey. Crimes recorded by the police also fell by 7% for the year ending March 2013 compared with the previous year. This is not however a reason to be complacent. There are few grounds for assuming that volume crime levels will continue to fall during any prolonged economic slowdown. National trends mask the fact that criminal victimisation continues to be suffered disproportionately by the poorest and most vulnerable in society and impact detrimentally on

⁶ John Graham, Police Foundation in verbal evidence

their lives. The Commission believes there is a need to attend to alterations in criminal opportunities and behaviour – as evidenced, for example, by crime on the internet, by rising levels of fraud (frauds recorded by the police increased by 27% in the year up to March 2013) and by the propensity of criminal networks to cross force boundaries and national borders. Policing today has to be alive to these changing contours of crime.

Coalition government's reform programme

The Government has embarked on a radical overhaul of the police in England and Wales, the speed and scale of which signals a determination to engineer a revolution in British policing. Opinion differs on the coherence of this reform programme and its intended 'end-game'. Some of these reforms have been important and necessary, for example, the reform of police pay and conditions and the creation of the College of Policing. One could plausibly argue that the Government intends to create a leaner, locally responsive police service focused on the limited objective of cutting crime. Measures to cut 'red-tape' and bureaucracy, the Winsor Report proposals, support for outsourcing police services and the introduction of elected PCCs all seem designed to narrow the role of policing to an agent of deterrence, reacting to crimes rather than preventing them. Whether or not this interpretation is accepted, there is little doubt that by 2015 the police in England and Wales will have been significantly re-shaped. This means that any future government will be confronted with stark choices about which aspects of the Government's reform programme to accept, reject or extend, and what further reforms are required. The Commission's report offers a careful assessment of the Government's police reforms with a view to informing the programme of any future government.

Challenges

Over the last 24 months, the Commission has taken evidence from police officers, academics, national and local politicians, and police experts. The picture that emerges is in part a positive one containing success stories of which the police service can be proud: counter-terrorism and the policing of the Olympics merit particular mention in this regard. However, the evidence we have gathered reveals a number of problems and challenges confronting the police service in England and Wales. In this report the Commission sets out a vision, and a programme of reform, that can respond to these challenges. We turn first to describing briefly the nature and scale of the challenges the police currently face.

The threat to neighbourhood policing and the danger of retreating to reactive crime control

Faced with budgetary constraints and the Government's insistence that the police are 'crime-fighters', the police service in England and Wales is in danger of retreating to a discredited model of reactive policing. Neighbourhood policing, responsive to the concerns of local communities, is being threatened. In the Commission's view, it is vital that this 'retreat to the core' is halted. In chapter one, we show that policing which is responsive to local concerns and treats everyone with dignity and respect is the key to building public confidence, and consider how to protect neighbourhood policing during times of austerity. In chapter two, we consider

how best to build the key relationships that are necessary to deliver enhanced community safety.

The problem of PCCs and the spectre of a failed experiment

There is mounting evidence of serious difficulties in how PCCs are operating on the ground. There is little public knowledge of, or support for, this experiment in democratic policing. There have been well-documented problems with how PCCs appointed their staff and handle their relations with chief officers. It remains difficult to envisage how a single individual can provide effective democratic governance of police forces covering large areas, diverse communities and millions of people. In sum, we are confronted with the spectre of an experiment that is failing. The principle of democratic accountability that underpins the PCC experiment is sound and needs protecting – even extending. But serious thought needs to be given to finding better ways of giving practical effect to that principle. We turn to this question in chapter three.

Police morale and the damaging stand-off between police and government

Whilst the government's reform of police pay and conditions is both important and necessary, the failure to engage the service in the programme of reform has resulted in a damaging stand-off and plummeting morale. Derek Barnett, the former President of PSAEW noted in evidence to the Commission:

'if you want to reform an institution as valued and as important as policing, you surely must do it in a way that implements and introduces reform with those in policing, as opposed to implementing reform to policing ... [reform] is being done to us, and not with us.'

Our extensive surveys of police officers and staff highlight what is a bleak and worrying picture of anxiety and de-motivation present within the service.

Police forces also continue to fall short in efforts to make the police representative of the communities that they serve. In chapter four, we offer police officers in this country a 'new deal' – one that combines reform of pay and conditions with a serious and sustained effort to give police officers a greater say in the decisions that affect their working lives and thereby the confidence to treat the public with fairness and respect. In chapter five, we consider how these problems of morale and motivation can be addressed by building a policing profession.

Organisational failure and malpractice

Over recent months and years a litany of police organisational failures, malpractice and scandal have been revealed and widely publicised. It is instructive to list the most serious cases:

1. Improper relations between the police and the media revealed by the Leveson Inquiry;
2. Investigative failure of child sexual abuse (for example; Jimmy Savile, North Wales, Oxford and Rotherham);
3. Discrediting of victims, cover-ups and related wrongdoing revealed by the Hillsborough Enquiry;
4. The death of Ian Tomlinson following an assault by a police officer at the 2009 G20 Summit;

5. The dismissal of the chief constable and deputy chief constable of Cleveland Police for gross misconduct (and an unprecedented number of chief officers suspended under disciplinary regulations);
6. Allegations that the police 'bugged' the family of Stephen Lawrence and Duwayne Brooks;
7. Serious allegations made against police undercover teams – including developing personal relationships and fathering children under their false identities and using the names of dead children as pseudonyms;
8. Misleading reporting of crime figures and attempts to subvert the reporting of crime (for example the Southwark Sapphire Unit);
9. Criticisms by HMIC and the EHRC over the mis-use of stop and search powers; and
10. The unresolved allegations generated by the 'Plebgate' affair.

In a world of round the clock broadcasting and social media their effects reverberate rapidly and widely. These individual and organisational failures have badly dented public confidence in the integrity of the police and have come close to generating a sense that policing in England and Wales is 'out of control'.⁷ It is thus vital that we obtain a clearer understanding of the conditions under which these abuses of power occur in order to be better placed to prevent their reoccurrence. We also need to take steps to rebuild trust in the police in the aftermath of these cases and address the police's self confidence in making operational judgements. In chapter five, we examine the role of the College of Policing in this regard and make the case for introducing the role of 'chartered police officer'. In chapter six, we examine ways to more effectively join up the process of investigating complaints against the police with systems for improving organisational practice and standards.

A structure of 43 police forces which appears to be dysfunctional

It was clear from our evidence-gathering that few senior police officers and politicians believe the structure of 43 separate police forces is currently 'fit for purpose'. The current structure is not well-equipped to deliver efficiency and cost savings. It creates unnecessary duplication and compromises inter-operability. It is a structure that too often obstructs effective action against cross-force and cross-border crime. There is, however, little or no agreement on the best alternative arrangements or how to bring them about, especially in the light of well-documented problems with 'top-down' force amalgamations. Added to this, there is uncertainty about the role of the NCA and how its relations with individual police forces will develop, as well as a lack of clarity about the role the Home Office should play in the new policing landscape. These questions of force structure are discussed in chapter seven with future options laid out.

Problems of technology and procurement and the risks of outsourcing

During the course of our work, the Commission encountered a consensus regarding the poor state of police equipment and technology, and the inefficiencies of existing procurement processes, notably for IT and forensic science. Here too there was little agreement on the best means of procuring the equipment the police need and widespread recognition that this is a 'wicked problem'. Yet it is clear that a way forward has to be found. Given the pressures

⁷ See the results of a poll conducted in the aftermath of the Stephen Lawrence 'bugging' allegations <http://www.bbc.co.uk/news/uk-england-london-23165983>

created by police budget cuts and the strong central steer to make savings, there also remains considerable pressure on forces and PCCs to increase radically the range of policing services that are outsourced to the private sector. However without serious consideration being given to the limits of what can be outsourced in policing, and principles to guide whatever outsourcing is to take place, there is a clear risk of ad hoc, unprincipled outsourcing being unleashed. We consider questions pertaining to resourcing in chapters two and eight.

Principles

The Commission's proposals will pay full heed to the social context within which policing takes place and respond to the challenges we have just described. But neither the Commission – nor the police – must become a prisoner of that context. Instead, the Commission charts a way forward showing how – against this backdrop – the police can best contribute to a safer, more cohesive and more just society. In order to do this, we have formulated some core principles of policing that provide our Report with an overarching vision of policing and guide its recommendations. These principles gave the Commission a clear sense of which aspects of our present policing arrangements are working well and ought to be preserved and identified areas of policing which require innovative thinking, fresh policy proposals, or new institutions.

Peelian Principles

One familiar step taken whenever a call is made to reform policing is to reach for what have come to be known as 'Peel's principles'. There is, as police historian Clive Emsley⁸ has noted, no evidence that they were written in 1829, or by Robert Peel, or indeed by either of the Metropolitan Police's (MPS) first two commissioners. Emsley argues that they were in fact given their first formulation by Charles Reith over a century later, before subsequently becoming a cliché of twentieth century policing textbooks. These principles have, nonetheless, become the key reference point for thinking about the fundamentals of modern British policing. They are outlined in box one.

Box 1: The Peelian Principles

1. To prevent crime and disorder, as an alternative to their repression by military force and severity of legal punishment.
2. To recognise always that the power of the police to fulfil their functions and duties is dependent on public approval of their existence, actions and behaviour, and on their ability to secure and maintain public respect.
3. To recognise always that to secure and maintain the respect and approval of the public means also the securing of the willing cooperation of the public in the task of securing observance of the law.
4. To recognise always that the extent to which the cooperation of the public can be secured diminishes, proportionately, the necessity of the use of physical force and compulsion for achieving police objectives.
5. To seek and preserve public favour, not by pandering to public opinion, but by constantly demonstrating absolutely impartial service to law, in complete independence of policy, and

⁸ Emsley, C. (2013) 'Peel's Principles, Police Principles', in J. Brown (ed) *The Future of Policing*. London: Routledge.

without regard to the justice or injustice of the substance of individual laws, by ready offering of individual service and friendship to all members of the public without regard to their wealth or social standing by ready exercise of courtesy and good humour; and by ready offering of individual sacrifice in protecting and preserving life.

6. To use physical force only when the exercise of persuasion, advice and warning is found to be insufficient to obtain public cooperation to an extent necessary to secure observance of law or restore order; and to use only the minimum degree of physical force which is necessary on any particular occasion for achieving a police objective.
7. To maintain at all times a relationship with the public that gives reality to the historic tradition that the police are the public and that the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
8. To recognise always the need for strict adherence to police-executive functions, and to refrain from even seeming to usurp the power of the judiciary of avenging individuals or the state, and authoritatively judging guilt and punishing the guilty.
9. To recognise always that the test of police efficiency is the absence of crime and disorder and not the visible evidence of police action in dealing with them.

But how well do these principles serve us today? What should a contemporary application of the Peelian principles look like given the context and challenges we have described? Clive Emsley makes the further important point that it is difficult to find any modern liberal democratic state that does not subscribe to such principles for their policing institutions. This fact can be taken as an indication of the cogency and durability of the Peelian principles as a guide to what policing in a democracy ought to look like or aspire to. But it can also indicate that these principles are too general, or thin, to enable necessary distinctions to be drawn between different visions of policing that vie for attention within democratic societies. This is the view the Commission takes. Now is the time to take a long, hard look at the Peelian principles and examine whether they can be usefully updated for the times in which we live. Peel's principles are in many respects a product of their times. For instance they take little account of modern concepts such as human rights. They make no reference, for example, to how best to organise policing in a world where crime routinely crosses national borders, or how to equip the police for the demands of a knowledge society, or how to think about police relations with other policing providers.

In short, the Commission believes that the original Peelian principles are necessary, but not sufficient to articulate a 21st century vision of effective and legitimate policing that can have some purchase on the world we inhabit today, or to set that vision apart from competing alternatives. We think that the task of applying the Peelian principles to the twenty-first century requires us to do more than simply re-state and defend them. Rather, we have to revise and extend them. We need a set of fully contemporary principles that can provide a coherent account of what policing can best look like today. The remainder of the introduction is devoted to this task.

Peelian Principles Today

In this report the Commission sets out the case for a revised and compelling vision of what British policing can become – and how policing can contribute to a better Britain. We offer a coherent, long-term model that is rooted in the Peelian tradition of British policing, but which seeks to apply Robert Peel’s founding principles to the challenges the police face today. This model of policing is one grounded in values that are widely shared among the British people and informed by good evidence of how the police can, with others, contribute to the creation of a safer, more cohesive and more just society.

We aim to create a police service that is professional, democratically accountable and which serves the common good. Our vision is of a police service with a social purpose that combines catching offenders with work to prevent crime and promote and maintain order in our communities. It means a service that listens closely to the demands of everyone while meeting the needs of victims and the most vulnerable in our society. This vision of policing is founded on eight key principles. These are listed in box two, and described below. In each case, we indicate how they build upon and extend the original Peelian principles.

Box 2: Peelian principles for today

1. The basic mission of the police is to improve the safety and well-being of the people by promoting measures to prevent crime, harm and disorder
2. The police must undertake their basic mission with the approval of, and in collaboration with, the public and other agencies.
3. The police must seek to carry out their tasks in ways that contribute to social cohesion and solidarity.
4. The police must treat all those with whom they come in to contact with fairness and respect.
5. The police must be answerable to law and democratically responsive to the people they serve.
6. The police must be organised to achieve the optimal balance between effectiveness, cost-efficiency, accountability and responsiveness.
7. All police work should be informed by the best available evidence.
8. Policing is undertaken by many providers, but it remains a public good.

1. **The basic mission of the police is to improve the safety and well-being of the people by promoting measures to prevent crime, harm and disorder:** Order, security and civil peace are the basic organising concerns of the police. A key component of the police role lies, and always will lie, in investigating crime and apprehending offenders. The police also have a significant part to play as one among a range of social institutions that prevent crime. However, dealing with crime forms one aspect of a wider police mandate that is concerned with the regulation of social conflict and management of order. In respect of these tasks, the police’s unique resource is the capacity, if required, to wield non-negotiable coercive force – though such force is to be used ‘only when the exercise of persuasion, advice and warning is found to be insufficient’. As such, the police have a vital civic role to play in sustaining conditions that enable

people to pursue their life projects and in ensuring equal access to the basic good of social order.

2. The police must undertake their basic mission with the approval of, and in collaboration with, the public and other agencies.

The police do not create order, they manage it. But they cannot do so alone. The ability of the police to perform their duties is dependent upon public approval and so far as possible the police should be representative of the communities they serve. The police must also act in partnership with other agencies. Crime and order are not matters that can be left to the police. Safe and just societies require the input of criminal justice agencies – prosecutors, courts, probation, prisons – with whom the police must collaborate. They also demand action from and partnership with other government agencies – education, health, social work, welfare, training, employment, housing and so on. Civil society organisations and citizens have an inescapable part to play in sustaining forms of informal social control on which formal policing depends and in the provision of vital public safety services. Good policing requires the police to foster and sustain collaboration in ways that galvanise social action against crime without either over-extending the reach of the police or overriding the purposes of other agencies.

3. The police must seek to carry out their tasks in ways that contribute to social cohesion and solidarity.

The police are both a minder and a reminder of community. Policing is one key institution through which members of a society express concern for one another and give institutional effect to that solidarity. This means that the varied tasks police officers undertake to control crime and manage order must be guided by recognition that the police are a means of repairing the trust that is breached by criminal harms. Police work needs to be conducted in ways that reinforce people's sense of secure belonging and their capacity to live together confidently with risk. Police resources must also track the distribution of criminal harm and be used to protect the most disadvantaged and vulnerable. Civic policing – and the wider criminal justice system of which it is a part – should undertake its necessary interventions in social life with the aim of leaving victims and communities better off as a result of that intervention.

4. The police must treat all those with whom they come in to contact with fairness and respect.

In a democracy it matters not only that the police control crime and maintain order, but also how they do so. Procedural fairness is an indispensable part of what it means to get the 'how' right. People's belief in the legitimacy of the police, and motivation to obey the law, depends greatly on how fairly they are treated during encounters with the police. People are also generally more concerned with the perceived fairness of such encounters – whether they 'had their say', and were treated with respect, by an impartial and open-minded officer – than with their outcomes. Every police-public interaction communicates a message about the police and what they stand for, and sends a signal to citizens about their membership of society and their place within it. These 'signals' have real (positive or negative) consequences for people's future willingness to trust and cooperate with the

police and for whether they think of the law as worthy of compliance because it represents moral values which they share. Treating people with fairness and dignity is thus a vital part of what effective and legitimate policing demands. It is a public good that can be supplied equally to all – at little cost. It is also a good whose benefits are experienced most intensely by individuals and groups whose sense of belonging is precarious and cannot be taken for granted. Procedural fairness should also inform the internal organisation of police forces – in terms of how officers and staff treat one another and are given a voice in decisions affecting their working lives.

5. The police must be answerable to law and democratically responsive to the people they serve.

Policing in a liberal democracy has to be transparent, accountable and responsive to the experiences and concerns of all. This requires that the police are subject to independent, impartial agencies of monitoring, oversight, inspection and redress – both official and unofficial. It demands that police work is carried out in accordance with the rule of law and basic human rights, and that enforcement mechanisms exist to protect these rights. It requires a regulatory framework that ensures minimum standards of delivery, fairness and coherence are sustained. It means that police officers have operational responsibility for their actions. But the police must not be counted solely among the ‘fixed’ rather than the ‘moving’ parts of the constitution. Police forces are public services that allocate scarce resources and choose between different priorities. These choices have real effects on the quality of people’s lives. Citizens thus have a legitimate stake in how strategic decisions are made and a reasonable expectation of being the authors as well as addressees of such decisions. Given this, mechanisms are required for ensuring that all those affected by policing have a voice in shaping priorities and practice. This can be done by electing individuals to a local political office responsible for establishing priorities and holding the police to account. In addition, it requires the existence of multiple settings in which affected parties can deliberate about/debate policing issues and how best to respond to them - whether through, for example, neighbourhood panels, citizen juries or participatory budgeting. Good policing depends upon the vitality and inclusiveness of these institutions of public engagement.

6. The police must be organised to achieve the optimal balance between effectiveness, cost-efficiency, accountability and responsiveness.

There is no single or ideal template for determining how best to organise policing. The police service needs to be organised in institutional arrangements that take full account of all relevant factors in play and the trade-offs that exist between them. Such factors include: changing patterns of criminal organisation and the propensity of criminal activity to flow across force boundaries and national borders (it no longer makes sense to tackle crime in one locality without reference to what is happening in other places); a requirement to deliver policing in ways that are cost-effective, avoid undue repetition of tasks and achieve necessary economies of scale; the imperative to ensure the effectiveness, accountability and responsiveness of policing units functioning at different scales; the capacity to deal with critical incidents, and the transaction costs and unintended consequences of ‘top-down’ reorganisation. The optimum mix of local, regional, national,

international and transnational police organisations must be determined with reference to these factors. Appropriate mechanisms of oversight, inspection, redress and democratic priority-setting are required at each level of operation.

7. All police work should be informed by the best available evidence.

Today the legitimacy of any public policy depends in part on being able to demonstrate that it is grounded in a reliable knowledge base. Police policies are no exception to this and nor should they be. Every police initiative can and should have to be justified in these terms. Police work must therefore be closely aligned – from the top of the organisation to the bottom – with evidence about what works to reduce crime and foster public security. Such evidence must assume a legitimate place among the range of considerations that properly inform police decision-making and become something to which officers routinely make reference. This demands a close and continuing relationship between the police and the producers and disseminators of such knowledge – in terms of training, career development, operational decision-making, priority-setting and horizon-scanning. Institutions are required which are able to foster the production, dissemination and public/expert discussion of relevant knowledge. Fair and effective policing needs an infrastructure of training, support and analysis to underpin and sustain it.

8. Policing is undertaken by many providers, but it remains a public good.

Policing is a public good and a core function of democratic government. It is not a tradable commodity and access to the goods that policing supplies – order and security – must not in a democracy be determined by people's willingness or ability to pay. Policing is not a public good in the technical sense of being non-excludable in its supply and non-rival in its consumption (like street lighting). It is a public good in the deeper sense of being connected to the idea that security is the elementary DNA of society – something that citizens prioritise and pursue in common even if they disagree on how this should be achieved. How policing is carried out is a sensitive indicator of how adequately any society attends to the security and well-being of all its members. This means that core frontline roles involving the use of warrantable powers should only be performed by the public police with direct and trusted lines of accountability. It does not mean that other policing tasks can only be carried out by the police. This has never been the case and it never will be. The private and third sectors have important and indispensable roles to play in reducing crime and providing security. But in this context, there is a vital public interest in shaping the overall pattern and coherence of policing services that has to be recognised and protected. The state must be the democratic anchor of plural policing provision. This requires regulatory processes that attend to the relation between criminal harm and the social distribution of policing; deliver accountable, transparent and cost-effective commissioning/procurement processes, and put in place the mechanism of effective monitoring, oversight and redress in respect of all organisations contracted to provide policing services or services for the police.

The Commission commends these revised Peelian principles as the basis from which to think about, and deliver, policing in ways which can meet the challenges faced by the police today. In the rest of this Report, we use these principles to spell out in greater detail our vision of a

democratic, professional police service committed to serving the common good, and to guide what we think is a coherent and attractive programme of police reform. It is a vision of policing grounded in values that are widely shared among British people and the best available evidence about how to deliver effective and legitimate policing.