

## 6 Reinforcing Success

### Building the Capacity of Partnerships

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#### Chapter Summary

The Crime and Disorder Act has introduced a significant change to the way in which partners work together to improve the safety of communities. Such a change should be accompanied by efforts to build the capacity of constituent partnerships and their people to manage that change and sustain crime and disorder reduction efforts.

This chapter examines the experiences of partnerships and develops a foundation for effective building of partnership capacity. In summary it will outline:

- ❑ Resource Management - The extent to which allocation of resources, financial planning and cost benefit analysis can support reduction efforts.
- ❑ Training provision - The current position and what else needs to be done.
- ❑ Data Sharing - The extent to which this takes place and what current obstacles exist.
- ❑ Information Technology - The use to which IT is being put in respect of crime and disorder.
- ❑ Sharing Good Ideas - What else needs to be done to ensure good ideas are shared.
- ❑ Sustaining Reduction - Drawing together what is needed to achieve this over the longer term.
- ❑ Further Critical Success Factors - Helping to develop critical success factors within the models for partnerships and BCUs, to be supplemented by the findings of the pilot BCU inspections to be published in the autumn.

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Resource Management

**Allocation of Resources**

- 6.1 Additional funding was not allocated to police or local authorities to reflect their statutory role in relation to community safety. This role still needs to compete for funds alongside traditional services but, given the emphasis on core activities, it may be difficult to lever resources away from traditional service areas.
- 6.2 There is a good case for some modest core funding as an alternative to challenge funding, to 'pump prime' partnership activity. The evidence from all community safety partnerships is that communities would benefit from initial investment in community safety. Some need more resources than others but this is a longer term issue.
- 6.3 The Inspection noted with interest the contrasting picture offered by the funding of YOTs. This appears to have been managed more effectively due to the role of the Youth Justice Board in providing a single focus for funding.
- 6.4 Partnerships, supported by the LGA, strongly believed that a modest level of core funding would make a difference. There are cases that do not qualify for competitive bidding programmes or require additional staff where core funding could still make a difference. An example would be situational crime prevention in a school that has suffered a series of incidents. These resources should not be based on any criteria other than an acceptable strategy and it should be a requirement of the grant that resources are not spent on staff but on achievable action plans agreed by the partnership. The one exception to this would be to assist in the appointment of local authority community safety officers where there are none at present.

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**Resource Management within Local Authorities**

- 6.5 Local authorities employing a cabinet structure are attempting to improve the coherence of local government and this should eventually lead to a reshaping of the way resources are deployed. In practice, most local authorities are attempting to address community safety issues through traditional resource allocation processes; Solihull Metropolitan Borough Council provides an example of using the Housing Capital programme fund to support community safety initiatives through schemes such as 'Safer Estates'.

**Resource Management within BCUs**

- 6.6 For a number of years, HMIC and the Audit Commission have encouraged police forces to delegate resource management to BCUs. The Inspection found a wide range of approaches. Overall, there were surprisingly few examples of local

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commanders having fully delegated authority to control or adjust resources. The degree of delegated authority did not appear to have been affected by the introduction of crime and disorder partnerships but rather reflected the philosophy of the relevant chief officer or police authority. Police forces varied markedly in their approach to the management of resources but were unable to produce evidence of how their chosen approach affected community safety work.

- 6.7 The Inspection identified that, where delegated financial management existed within BCUs, there was strong evidence that police were frequent contributors to partnership efforts. Where such delegated management was not present, many frustrations were expressed. It should also be emphasised that devolvement of budget responsibility is not an end in itself but needs to be considered within the overall framework of the accountability of commanders to deliver improved performance. Devolvement, within an accountability framework, allows commanders to consider and evaluate alternative uses of resources, though it is accepted that effective delegation depends upon the context, capabilities and willingness of forces to do so.

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## Agenda for Action

In order to facilitate funding of partnerships, chief officers should give further consideration to providing increased delegated financial management to BCU commanders where such delegation is not present or is minimal. Such delegation should be encompassed within accountability frameworks and monitored from the centre to ensure a coherent and corporate approach is maintained across the force.

- 6.8 The general approach found was that once the partnership had identified a need for resources, the BCU commander would try to identify resources from within whatever budgets had been allocated. Partnership depends on the ability of all partners to be fully engaged in the process. A BCU commander who does not have the freedom to manage resources, including the ability to contribute cash resources alongside other partners, is constrained and this inhibits the potential of partnerships to respond to local needs effectively and efficiently.

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**Financial Planning**

- 6.9 *Safety in Numbers* noted that few partnerships had clear financial plans. Resources to construct the community safety plan had often been found without disagreement but some smaller partnerships had not identified any further source of funding. Even where there was a significant partnership budget (often funded by SRB) it was rarely aligned to priorities, nor was there a real concern with 'exit strategies' to ensure sustainability when the funding ceased. It was disappointing to find that this situation still prevailed.
  
- 6.10 No examples of fully costed community safety plans were found in any of the partnerships visited by the Inspection team. At this time, the Royal Borough of Kensington and Chelsea is the only local authority known to have costed its community safety plan. Few authorities included the community safety plan within the local authority plan, although the Gateshead performance plan provided a good example of this having been addressed.
  
- 6.11 The Inspection team heard concerns from local authority officers about the absence of medium term funding arrangements for schemes such as SRBs. Many finance officers question the viability of an approach which appears to assume that resources will be found to fund schemes, once the SRB funding ends. Given existing pressures they do not view it as reasonable to assume that at the end of the grant period costs will impact on main programmes.

**Agenda for Action**

There is a need for partnerships to cost their community safety plans and ensure that exit strategies are considered in relation to externally funded initiatives.

**Differing Levels of Funding**

- 6.12 Funding of community safety initiatives originates from a number of different sources. EU grants and central government specific grants are targeted at particular outcomes. This narrow approach makes evaluation more manageable and, by its very nature, is designed to target national or EU issues such as burglary reduction or inner-city regeneration. Challenge funding also encourages bidding, but there are some difficulties highlighted by partners, including the 'skewing of priorities', the time taken to prepare bids and the consequent cost to the partnership of doing so without any guarantees of success.

- 6.13 Although the Crime and Disorder Act envisages a common pool of resources at partnership level, the reality is rather less precise. For example, some visits indicated that officers' time was the only resource provided by the police.
- 6.14 Some police authorities and forces have provided monies for the allocation of funds to community-based projects to support partnerships. Where the police authority has established central funds, they entail a bidding process in which the quality of the bids is variable. The Inspection team was concerned by the bureaucratic nature of the bidding processes and resultant tendency to provide resources equally to each local authority area without necessarily reflecting either the business case or the quality of the bids.
- 6.15 However, the Inspection team identified a number of police forces that made money available for community safety efforts. For instance, the Northumbria Police Authority operated a 'grant pool'. Other examples included the central fund of £400k allocated for district projects in Avon and Somerset, and £360k in Sussex, half of which is managed by the police authority and the other half by the local authority community safety unit, to fund community-based projects to reduce crime and disorder.

## Agenda for Action

Partnerships would benefit by the inclusion of specific resources designed to support community safety in base budgets of local authorities and police.

### *Sponsorship*

- 6.16 The Inspection found innovative use of sponsorship and noted with particular interest the creation of charitable community trusts as an effective means of channelling new resources to community safety initiatives. Bedfordshire offered an impressive example of this approach in the Bedfordshire Police Partnership Trust, which emphasises the importance of links with the business community and the opportunities for a charitable trust to draw on new sources of funding such as the National Lottery.
- 6.17 In contrast, some partnerships and police forces appeared unwilling to explore innovative ways of gaining support from the private sector, often citing low levels of local industry or commerce as a reason.

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**Agenda for Action**

Sponsorship is a beneficial way of involving the private sector in community safety programmes and partnerships should be encouraged to explore the opportunities available.

***Economic Evaluation of Initiatives***

6.18 The Inspection did not find any evidence of economic evaluation of individual crime reduction initiatives or of the community safety plans. It is accepted that it may be too early in some cases, but there is a need to give more consideration to this aspect of evaluation. The success of initiatives or plans was invariably measured by their immediate local impact without linking to resources, although even here the links between intervention and apparent outcome were rarely demonstrated convincingly. Very limited evidence was found of the use of activity analysis to allocate or evaluate resources for crime reduction or community safety. The work currently being undertaken by the Public Services Productivity Panel<sup>1</sup> in relation to the link between inputs and outputs may provide some useful lessons.

6.19 Some encouraging efforts on the part of police and local authorities were identified:

e.g.

**The Metropolitan Police and the Association of London Government Partnership Practitioners Guide**

A 'Practitioners Guide' for partnerships has been prepared. This comprehensive guide includes a balance sheet that can be used to measure the resource investment of participating partners and the reduction (or increase) in the cost of crime and disorder to the partnership.

e.g.

**The London Borough of Ealing - Community Safety and Crime Unit.**

In August 1998, the London Borough of Ealing set up the Community Safety and Crime Unit jointly staffed by four council employees and one police officer. The cost to the partnership is £200,200 per annum. Ten strategic objectives have been set for achievement during the period 1999/2000. Seventy-six tasks are detailed for completion by combined partnership activity during year one at a total cost of £4,190,487.

6.20 Ealing take the view that staff are working for the partnership and therefore costs for staff are calculated net of administration and infrastructure charges which third parties would normally be required to pay. The process of following the model will provide the partnership with the ability to plan its activity, know the costs involved, accurately set its budgets for community safety and indicate where additional resources are needed, although this is wholly reliant on the various partnership agencies conducting activity analysis to arrive at resource unit costs.

#### London Borough of Ealing - Task Setting and Costing Model

- ❑ Total cost of the project to be based on the collective unit costs and any other identifiable resource needed.
- ❑ The source of the funding - Capital/Revenue/Sponsorship - should be identified.
- ❑ Lead partner(s) and responsible person should be named.
- ❑ The percentage of the task that equates to actions, which produce clear outputs and that which relates to development, which contribute to the overall outcome should be itemised. Over the three-year period of each objective, the balance should move progressively from action to development as success is achieved.
- ❑ Full term and milestone targets need to be set, coupled with the frequency of monitoring and by whom.
- ❑ Pre- and post-evaluation methods should be identified. Post-evaluation should include detail of the actual expenditure incurred to inform future projects.
- ❑ An annual operational plan for the partnership should detail all the tasks required to be completed to achieve the objectives set.
- ❑ To complement the annual operational plan, a corresponding financial plan with detailed costings should be produced.

e.g.

6.21 Although systems to fund, monitor and evaluate work on community safety are often poorly developed within partnerships (see paragraph 6.20), the Inspection identified a great deal of activity by partners attempting some form of cost benefit analysis. Doubtless, this activity is being replicated throughout the country in a search for a costing model.

## Agenda for Action

Central government should assist in the development of the necessary systems to enable the establishment of effective costing mechanisms at partnership level.

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Training and Development

**National Provision**

6.22 Policy Action Team 16<sup>2</sup> (PAT) in a study of training relevant to regeneration identified that professionals and practitioners from all sectors need to work with communities to deliver regeneration on the ground. There are two sets of problems revealed by the PAT's consultations and research, which included local authority staff from a number of departments and the police. The first is that too many people working in key public services do not receive the training and support they need; the second is that too many are almost over-trained, over-professionalised and departmentalised. The following extract provides a useful summary:

*"The PAT found that practitioners or professionals are not being prepared well for the challenge of working in disadvantaged neighbourhoods. In some cases, too few staff are professionally qualified. In others, they may not have been trained at all. Where they have received training, it has often failed to equip them with the attitudes, skills and knowledge to deliver their core service to standards set out by Government. This, in turn, makes it far less likely that they will be able to collaborate successfully with others to tackle the cross-cutting problems."*

*too many people working in key public services do not receive the training and support they need*

**Agenda for Action**

There is a need to provide local authority and police staff with much better cross-professional training, so they can work with communities in high-performing teams capable of making a real impact on local problems.

6.23 In the police service, NPT has undertaken training needs analysis in response to the Crime and Disorder Act. Unfortunately, this work was completed without the benefit of a service-wide training needs analysis and focused on the provisions of the Act rather than the needs of the service to respond to the Act.

6.24 The spread of training across the ranks within the police service is variable. There is some input for superintendents and chief inspectors through the command course programmes run by NPT. However, while community safety training given to probationer constables is reasonable, the same cannot be said of those constables of between two and thirty years service - a total of over 70,000 officers. A training support manual has been prepared by NPT, the aim of which is to support force trainers who are tasked to provide Crime and Disorder Act training and police forces in general. The Inspection team was therefore concerned that staff in police forces visited were unaware of the manual.

*The spread of training across the ranks within the police service is variable*

- 6.25 It was disappointing to discover that the target audience for the manual clearly did not include chief officers. In the light of efforts to enhance the professionalism of police personnel through the attainment of common occupational standards at all levels, it was a concern to see that the needs of chief officers were not addressed.
- 6.26 It is also of concern to note that ACPO has not emphasised to NPT the importance of the training needs arising from the Crime and Disorder Act. ACPO should recognise more explicitly the important role that the Crime and Disorder Act has in shifting the culture of the police service to one which is suited to community safety work in its broadest sense.

## Agenda for Action

ACPO and NPT should determine a range of training events commensurate with an appropriate service-wide training needs analysis for the police service as a whole.

- 6.27 The provision of joint training for personnel from different partner agencies was a theme examined throughout the Inspection. It was pleasing to find this being addressed through the Co-ordinating Approaches to Reducing Crime (CARC) course, which was jointly undertaken by NPT, the Crime Reduction College (CRC) and the LGA. The CARC was aimed at chief inspectors/superintendents and local government officers involved in facilitating community safety.
- 6.28 The course provides a useful opportunity for joint training and acts as something of a role model for local arrangements. Between June 1999 and March 2000, 114 police staff and 47 local authority delegates attended the course. It is pleasing to note that further courses are planned; these will be run with equal numbers of police and local authority officers. However, there was no evidence that the needs of elected members are being addressed. Separate consideration should be given to their training needs.

### *The Role of the CRC*

- 6.29 The CRC is part of the Home Office Crime Reduction Unit. It provides crime prevention and reduction training and an information service to police forces, government departments, local authorities and statutory agencies.
- 6.30 The college runs a number of courses on crime reduction ranging from the standard course through to assisting with the delivery of the CARC course. The college also offers ancillary help to agencies, including an

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information service providing material on a wide range of crime reduction subjects and targeted at students attending courses, practitioners in the field and government departments. The college also provides an open and distance learning facility as a resource for course members and practitioners.

- 6.31 The college clearly provides a valuable service in the field of crime reduction. However, the strategic planning framework at the CRC is under-developed. Efforts by the college to engage more actively in the process of forward planning have to some extent been constrained/frustrated by a number of factors:
- ❑ The apparent absence of any defined 'grand plan' that encompasses the complementary roles of the CRC and NPT structures in respect of crime reduction training. For example, there is little evidence to suggest that strategic decisions have been taken on where the CRC and its outputs fit within an over-arching strategy for crime reduction training provision nationally.
  - ❑ Capacity constraints at the college (available bed spaces number 24).
  - ❑ The fact that the CRC does not appear to be part of the emerging arrangements for NPT and police training nationally.
  - ❑ The manner in which the main client (ACPO) articulates its needs through a committee framework that is currently being revised because of the identified shortcomings that exist within it.
  - ❑ Lack of direction from the Home Office.
  - ❑ Issues regarding the involvement of major stakeholders. The principal influences on the CRC derive from the Home Office agenda with training needs identified via the ACPO Crime Reduction Sub-Committee. However, it is not clear how the partner agencies, who are all required by statute to fulfil crime reduction obligations under Section 17 of the Crime and Disorder Act, are engaged in setting the crime reduction agenda at the CRC and influencing the curriculum and the work of the college.
  - ❑ The current hiatus caused by the reorganisation of the police and crime reduction business areas into the new PCRG, although the long-term benefits are recognised.
- 6.32 There is a need to ensure that the training provided by CRC and NPT are complementary.

## Agenda for Action

The Home Office, the CRC and NPT are encouraged to consider their respective roles and structures to ensure that they are able to fully meet the partnerships joint training needs.

- 6.33 The recently established National Training Organisation on Criminal Justice has been developed specifically in response to the Crime and Disorder Act to address the needs of practitioners such as local authority officers, probation officers and those within the voluntary sector.
- 6.34 It is also encouraging that the National Competency Project is progressing well towards an agreed timescale of delivery; a competency framework for police officers will be in place by the end of October 2000 and for civilian support staff in September 2001.
- 6.35 The project is currently collecting data from a variety of reliable sources, which is being analysed for inclusion in the framework. A series of workshops is being arranged nationally; these are designed to collect further information for the framework and also to validate the information gathered so far.

## Agenda for Action

The National Competency Project Team is urged to ensure that competencies relating to community safety are included within the framework, building on the work already undertaken.

### *Regional Level*

- 6.36 There is clearly a need to prepare staff in the government offices for the regions for their new and challenging role. Some attempts are being made to raise the awareness of government offices, but as one member stated:

*"It is more as a result of the pressure to need to work together rather than something that was designed and planned".*

There has been some limited 'on-the-job' training and 'work shadowing', supported by staff inviting themselves to seminars, but little is planned.

*There is clearly a need to prepare the staff in the government offices for the regions for their new and challenging role*

## Agenda for Action

Given the fact that regional government office staff originate from differing backgrounds and have varying levels of experience in the field of community safety, there is a need to raise substantially their knowledge in this area.

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**Training within Partnerships**

**Local Authorities**

6.37 The Inspection found considerable variation in the knowledge and skills of personnel involved in community safety work at partnership level. In large unitary authorities, it is easier to identify personnel with the right skills and expertise than it is for the smaller authorities where one person is often expected to deal with community safety as an adjunct to their principal job. The Inspection also found frustration over different approaches to the career development and tenure of post of key players within partnerships. Local authority officers generally felt that police BCU commanders and CBOs were moved on to new jobs too frequently, thus disrupting positive working relationships. Support is available as the following example illustrates:

e.g.

**The Partnership Support Programme of Crime Concern**

The Partnership Support Programme of Crime Concern has found one to one coaching and local implementation support provided by an external facilitator to be more effective than attendance at training courses in terms of making an impact on local delivery.

During 1999/2000 30 different crime reduction topics were delivered to over 2000 participants from a wide variety of agencies.

**Agenda for Action**

Personnel from all partner agencies need training in partnership building, problem solving and information analysis as well as in 'traditional' crime prevention skills.

**Police Forces**

6.38 The Inspection found that Lancashire Police and Merseyside Police had trained all their staff in awareness of community safety issues but coverage of staff in other forces visited was less comprehensive.

6.39 There were some good examples of joint training for community safety partnerships involving staff from different agencies but these were exceptional. It was disappointing to find very little joint crime and disorder reduction training or training in problem-solving techniques available at local level. Opportunities for joint training exist but partners have been slow to seize them. There were some 'pockets of training' taking place, but these tended to rely upon the individual inclination of trainers or departments.

*It was disappointing to find very little joint crime and disorder reduction training or training in problem-solving techniques available at a local level*

### Joint Training examples

1) In Merseyside, joint training of the housing department and police ward constables was undertaken. This is supplemented by seminars/workshops around themes to share good practice. One major seminar takes place every six months, organised by the Safer Merseyside Partnership. There has been joint training on data exchange and protocols. In addition, residents hold an annual seminar which addresses community safety issues.

2) The South Somerset partners run multi-agency training in Crime and Disorder Act awareness through which some 250 staff from partnership agencies have been trained. This also addresses the cultural differences between the partners to engender improved working.

3) Joint training has been delivered by a licensing officer in Dyfed Powys where training courses are provided for door staff and licensees. As a consequence, a team has been developed including police, fire service, local authority and health and safety to target establishments causing problems.

e.g.

## Agenda for Action

The Home Office, in conjunction with the DETR, ACPO, the LGA and relevant agencies, is urged to take a national perspective on community safety training.

## Data Sharing

### Obstacles

6.40 Access to timely and relevant information is critical to the success of community safety initiatives. The Inspection team was therefore concerned to find that the quality of data handling is patchy even within single police force areas. For example, three district councils in one county have been provided with access to geographic information systems but it is not available to the metropolitan borough councils within the force area. The Inspection identified a number of obstacles to progress in this field. Almost without exception, these obstacles included:

- Concern and caution in relation to the data protection legislative provisions.
- Incompatibility of systems.
- Lack of understanding of protocols that govern the circumstances in which agencies can share information and the rules governing its exchange.
- Reluctance of some agencies to share information.

*Access to timely and relevant information is critical to the success of community safety initiatives*



*The exchange tends to occur at the human interface and is usually operated within an agreed framework or protocol governing use of the disclosed written material*

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**Current Position**

6.41 Information sharing currently occurs where sound working relationships exist between individuals jointly addressing specific cases or isolated difficulties. The exchange tends to occur at the human interface and is usually operated within an agreed framework or protocol governing use of the disclosed written material. Very few instances of the transfer, exchange or pooling of electronic data were identified and in many cases, the difficulties of achieving systems and data compatibility were cited as preventing progress. Technology and human endeavour have advanced sufficiently to overcome many of these barriers to progress as could be seen from work in Salford and Birmingham (see paragraph 6.50) and determined efforts in some partnerships (see for example the Westminster Joint Intelligence Unit, paragraph 5.18).



**Information Point for Specialists:**

The success of any bulk information exchange initiative will rely upon the quality of data capture within each organisation. Partner agencies will lose confidence in incomplete or inaccurate data from sources over which they have no control. The Inspection findings reinforced the absolute requirement for data to be geographically referenced to a common standard (e.g. 12 figure grid reference) if the subsequent mapping and analysis of events (e.g. hot spotting) is to be efficient and effective. Applications exist (QAS Batch, Addresspoint, PAF etc) that will correct and geo-code data from imprecise address information. However, even these powerful software packages may fail when location data is inconsistently stored and not challenged at the point of input. The applications detailed above will only support a postal address; other locations, e.g. car parks, open spaces and motorways present additional challenges. Electronic geo-coding applied at the time of record creation is and always will be the most effective way of facilitating quality data analysis.

6.42 Section 115 of the Crime and Disorder Act ensures all agencies have a power to disclose information for purposes connected with the Act. It does not impose a requirement to exchange information and so control and responsibility over disclosure under the terms of the Data Protection Act remain with those who hold the data. The Inspection found much caution and concern on the part of senior managers, relating primarily to a lack of confidence in Section 115 as a defence to their personal liability under the provisions of the Data Protection Act.

**Agenda for Action**

The need to ensure that systems used by local authorities and police forces are compatible at a local and national level is a key area for further development by national government, as is the development of generic protocols for the sharing of data.

6.43 In sum, the Inspection found:

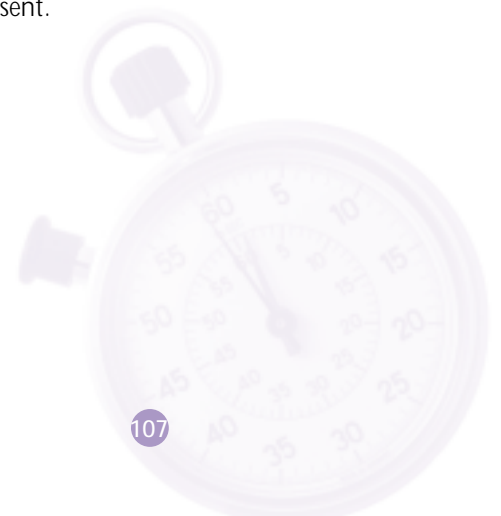
- ❑ Disparate approaches by partners across England and Wales.
- ❑ Disparate approaches within the same agencies in different localities.
- ❑ A lack of awareness of the advice available from the Home Office and other central government departments, the Data Protection Commissioner and ACPO.
- ❑ A perception that national government has reduced its commitment to information exchange aspects of the Crime and Disorder Act.
- ❑ Duplication of effort in the production of local protocol arrangements.

### ***The Opportunities with Data Sharing***

6.44 When the Crime and Disorder Act came into force, the Home Office and the Data Protection Registrar (now commissioner) issued a joint statement offering guidance on the disclosure of information in connection with crime and disorder. In addition, detailed guidance on the preparation and use of protocols can be found in Chapter 5 of the Home Office Publication, *Guidance on Statutory Crime Reduction Partnerships*. ACPO has now issued a template to forces in line with that agreed between the Home Office and the Data Protection Commissioner.

6.45 Even where a power exists to exchange personal data, this exchange must still be in accordance with data protection principles and other legal duties, such as the duty of confidentiality. Interpretations of data protection principles are dependent to some extent on the circumstances of each case, so the Home Office is not able to provide definitive catch-all advice. However, effective personal data exchange between the partners is possible as long as the principles are adhered to. The basic issues to be addressed when considering an exchange or disclosure of personal data are as follows:

- ❑ Partners should ensure that personal data is only exchanged where it is necessary to do so in order to achieve the purposes set out in an agreed and publicly known protocol.
- ❑ Personal data exchange should be on a case-by-case basis.
- ❑ Personal data should not be disclosed unless the individual has given consent. If consent cannot be obtained, disclosure may still be made following an objective assessment that it is required in order to prevent and detect crime, or protect the safety and welfare of individuals.
- ❑ Although a civil challenge with regard to data held or exchanged is always possible, it should be defensible if partners are acting reasonably, in good faith and in accordance with an agreed publicly known protocol.



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- Partners should ensure that the personal data they share or disclose is proportionate to the purpose, current and accurate.
  - Partners can engage in systematic bulk information exchange where the data is anonymous or depersonalised and there is no possibility of the identities of individuals being inferred from the information provided.
- 6.46 Partners should be encouraged by the example over several years of successful information exchanges undertaken very professionally by the Area Child Protection Committees, which, like Crime and Disorder Act partnerships, are multi-agency based.
- 6.47 Partners such as Health, Social Services and Education are comfortable with data sharing within Area Child Protection Committees yet hesitant in some cases within crime and disorder partnerships. This appears due to the trust and confidence the committees have built up through experience and the fact that child protection has been a core function for some considerable time. Although crime and disorder is now a mainstream issue, it is still relatively new.
- 6.48 The Office of the Data Protection Commissioner is currently developing a national protocol to cover information exchange between partners within YOTs on behalf of the Youth Justice Board. It is likely that this document will be suitable as a model for all partnerships. It is disappointing that the Home Office did not provide at the outset a national protocol for partnerships tailored to their specific requirements. Partnerships need ministerial support and Home Office commitment to progress this issue through the provision of a national focal point and source of advice for partnerships within the Home Office. A national forum for the collation of best practice, advised by the Data Protection Commissioner, would be very helpful.



### Information Point:

In recognition of the difficulties experienced by some partnerships with regard to information exchange, the Home Office will be maintaining a website on information exchange at [www.homeoffice.gov.uk](http://www.homeoffice.gov.uk). Partnerships are encouraged to visit this website. Training materials and leaflets are also being considered. In addition, partnerships may wish to visit the website maintained on behalf of the Data Protection Commissioner at [www.dataprotection.gov.uk](http://www.dataprotection.gov.uk).

## Information Technology

### *Current Position*

- 6.49 The use of IT in problem solving approaches is helping crime and disorder reduction efforts. Forces have systems that provide facilities to record crime and incident data.

Likewise, intelligence data is now largely computerised. However, the Inspection found that the capabilities of the systems to record detailed information vary from force to force. There are numerous examples of duplicated input to modified and more structured systems, thus improving the task of retrieval by making the available information more specific to the problem being analysed. Moreover, where offender and victim information makes a significant contribution to crime reduction, it is probable that a specific database has been developed for the purpose.

*the capabilities of the systems to record detailed information vary from force to force*

### **Good practice**

6.50 IT systems should support crime and disorder reduction across partners. The Inspection found a number of examples that were considered to represent good practice:

- ❑ Case file update arrangements achieved by two-way electronic exchange of data and automated update of Phoenix/PNC as a result (Lancashire).
- ❑ A forensic database 'Forensic Led Intelligence System' (FLINTS) that identifies and analyses patterns of offender behaviour from evidence that has been established as forensically provable (West Midlands).
- ❑ Information-pooling initiatives in Salford and Birmingham, where data is submitted to an external specialist organisation, cleansed and distributed amongst partner agencies (Manchester and West Midlands).
- ❑ Emerging data pooling arrangements in the Carmarthen partnership (Dyfed Powys).
- ❑ The use of Omnidata software to automatically remove personal identification information from exchangeable data (London).
- ❑ Production of a CD carrying data, such as crime (police), demographic (local authority) and education (education) from several partnership agencies (Kent).
- ❑ Use of a structured intelligence handling process based on two-tier analysis (Sussex).
- ❑ Child at risk register remotely accessible by police child protection teams (Thames Valley).

6.51 Numerous benefits have arisen from these various approaches, including:

- ❑ Automatic data updates.
- ❑ Improved detections and intelligence.
- ❑ Sharing of data in a way that satisfies data protection criteria.
- ❑ Easier access to data.



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e.g.

Project Lion – London

The government's commitment to crime and disorder in general, and information sharing in particular, may well be supported by the allocation of funding from the Capital Modernisation Fund (CMF). The purpose of the CMF is to provide funds for innovative projects that renew and modernise the country's public sector capital stock. Bids were previously restricted to central departments, but following a significant increase in funding available (now a total of £700m), bids were invited from the whole of the public sector.

The MPS originally submitted a bid in relation to Project Diane (Data in a Networked Environment). Although this project had multi-agency support, it only allowed for problem-solving policing and did not provide access to information held by other agencies.

A revised bid was subsequently submitted. Project Lion (London Information On-Line) recognised that the input of other agency data was essential to identify, agree and evaluate joint partnership interventions.

The aim of the project is as follows:

"To provide and/or upgrade police, local authority, health and probation computer systems so that partner data can be shared and analysed. Joint access will mean greater use of hard information in strategic decision-making and will promote joint interventions to resolve a common problem."

The cost of the project is £1.33m. CMF funding in the sum of £900k has been approved. The project consists of two elements:

First, the development of an effective IT structure involving police, local authority and other agencies, which will allow all members of the partnership to input and access (depersonalised) information. This will enable the partnerships and the individual agencies to develop strategies to deal with concerns and find solutions in a more informed, integrated and efficient way. The project will be piloted in Lewisham and will involve 9 agencies including the police, the local authority, health, fire service, transport and the YOT.

Second, the creation of a website providing a "what works" database providing partners across London with access to common standards and sources of information. This involves partners from both the public and private sectors.

It will establish a data sharing technological infrastructure for police, local authority, health and probation services within the pilot site of Lewisham. Benefits will include:

- Replacement of existing manual and ad hoc electronic methods of data sharing.
- Improved problem recognition and prioritisation.
- More cost effective consultation and joint interventions.
- Better monitoring and evaluation.

6.52 The approach undertaken in relation to this project is to be welcomed, as is the support being provided by central government. It is likely to contribute significantly to the process of crime reduction by increasing the sources of information to support intelligence-led and problem-solving partnership working. It has the potential to allow agencies within the partnership to develop and implement longer-term initiatives not only to reduce crime but also to improve community safety by, for example, targeting social exclusion.

- 6.53 As commented on elsewhere in this report, IT is playing an increasing role in crime and disorder reduction.

## Agenda for Action

The effective sharing of information and the proper application of IT are important capacity builders. The former relies on the latter. There is a need to ensure that systems are not only compatible but also that information sharing does take place. IT should also be more widely used to not only collate crime and disorder data but also, crucially, to analyse and disseminate it.

## Sharing Good Ideas

### *Borrowing with pride*

- 6.54 The term 'borrowing with pride' was first coined in *Beating Crime*, which related to the concept of sharing good ideas. The opposite is 'not invented here ...', which implies that it will not be used. The position identified by *Beating Crime* is summarised as follows:

*" Most forces visited had identified the advantages to be gained from sharing of good practice about crime reduction initiatives, activities and operations. Some had developed databases of what had worked before, where and why; there was little evidence, however, to show that much use was being made of them. The seeking and sharing of good practice advice at a national level is a rare occurrence. "*

- 6.55 Little has changed. It was rare that forces or partnerships were able to identify effective mechanisms for the sharing of good ideas. At a national level, some positive efforts are being made:

*It was rare that forces or partnerships were able to identify effective mechanisms for the sharing of good ideas*

*Crime Reduction Website*

[www.homeoffice.gov.uk/crimprev/cpindex.htm](http://www.homeoffice.gov.uk/crimprev/cpindex.htm)

- 6.56 A considerable amount of effort and hard work has gone into the development of the information service at the CRC. In particular, the website facility, known as the Home Office Crime Reduction website, is intended to include a topic based, fully accessible and interactive information service that encompasses all crime reduction information and partners within the UK.

## Reinforcing Success

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6.57 In addition to the main knowledge database part of the website, there are four specific areas intended for inclusion.

- The first, crime topics, includes a list of specific offences and major crime reduction target areas, e.g. business crime, rural crime and arson.
- The second, generic categories, includes information relevant to all topics, e.g. training, funding and guidance.
- The third area allows a free search on specific keywords and text.
- The fourth area is the development of approximately twenty good practice guides and associated tool kits over the next two to three years.

6.58 It is hoped that the website will offer users many benefits and contribute to greater partnership support and co-operation.

### ***Good Practice Guides and Crime Tool Kits***

6.59 One of the first key activities for the Crime Reduction Task Force (CRTF) is to develop approximately twenty good practice guides and associated tool kits. The focus will be on developing a quality product that targets outcomes and not processes, and that provides clear guidance to enable successful local implementation. There is also a need to illustrate a prototype of 'what works' supported by sound analysis and points for action. It is also recognised that local partnerships will need to have a good model for analysis to help them profile problems and be able to adapt the particular tool kit to their circumstance.

6.60 Although the development of the guides and toolkits is ongoing, it is likely to cover areas such as;

- Burglary.
- Vehicle Crime.
- Retail Crime.
- Anti-Social Behaviour.

6.61 This approach has clear potential to provide a framework for the sharing of good practice and to improve innovative responses to crime and disorder problems.

### ***Regional Co-ordination***

6.62 Effective information sharing and the dissemination of good practice also rely upon access to cross-agency data. Some regional government offices and development agencies are in the process of setting up 'Regional Observatories'. The East of England Development Agency sees this as a 'web-based policy making tool' that will facilitate access to distinct data sets relating to business, health, socio-economic and environmental issues. It is apparent that much of this data informs the crime and

disorder reduction agenda; additionally, there may be potential for benchmarking across other areas on a regional or national basis and sharing good practice. To ensure the effective 'joining-up' of the local, regional and national perspective will require some central co-ordination and consideration of funding sources. There is also a need to ensure that shared data is subject to a quality assurance.

### **Quality Control**

- 6.63 There is an opportunity to learn from work currently being undertaken by a firm of consultants on behalf of DETR. Consulting agencies are developing databases which are accessible (at cost) to contributing agencies and interested parties. These databases contain examples of good practice frequently identified as a result of Internet conferences between contributing agencies, e.g. education authorities, housing departments etc. These are chaired conferences but enjoy the obvious benefit of eliminating travel for participants. Contributions offered to the database are screened by a panel of experts to ensure that only high quality material is offered as good practice. This is essential if an 'information dump' is not to become a 'rubbish dump' populated by common rather than good practice.
- 6.64 In the police service the 'Epicentre' network, the emerging ACPO intranet and the increasing role being undertaken by the Operations Faculty (NPT Bramshill) offer opportunities to exploit the conference and good practice repository concept but there appears to be no pan-agency equivalent to support partnerships.

### **Sustaining Reduction**

- 6.65 Sustaining crime and disorder reduction will rely upon a number of key factors:
- ❑ Commitment to continuous improvement.
  - ❑ Identification of success factors.
  - ❑ Commitment at all levels to strategic action.

### **Continuous Improvement**

- 6.66 Accountability for delivery is an important driver in continuously improving performance. To achieve this accountability, community safety strategies and action plans should incorporate targets, realistic timescales and effective mechanisms for performance evaluation and review (see paragraphs 4.39 to 4.41 and 5.43). Sadly, these elements were missing from many partnership strategies and action plans.

*Accountability for delivery is an important driver in continuously improving performance*



Reinforcing Success

**Agenda for Action**

To ensure accountability for continuous improvement, community safety strategies and action plans should incorporate targets, realistic timescales and effective mechanisms for performance evaluation and review.

6.67 Having identified the strengths and weaknesses of current efforts in crime and disorder reduction, it is important to ensure that improvements can be sustained over time. It is appropriate to conclude this chapter with the most positive finding of the Inspection - namely, that there was much commitment, will and professionalism displayed in all partnerships, police forces and local authorities visited. It must also be accepted, however, that there are still many areas that need to be continuously improved; these should be identified by the partnerships and action determined to close the gaps.

*there was much commitment, will and professionalism displayed in all partnerships, police forces and local authorities visited . . . there are still many areas that need to be continuously improved*

**Agenda for Action**

It is suggested that each partnership considers the introduction of a development strategy that will seek to outline how the identified gaps can be closed and how the partnership will continuously improve over a period of three to five years.

**Success Factors for Effective Partnership Working**

6.68 This Inspection was keen to identify police forces and partnerships that have embraced a significant number of factors that can be clearly linked with success. The common factors have been drawn together in the development of a 'model partnership' and a 'model BCU'. These are shown below, but prefaced by an example where many of the factors were evident in one police area, although similar factors have been evident elsewhere.

e.g.

**Example of Success Factors – Dyfed Powys**

The Dyfed Powys Police area has experienced an approximately 40% decrease in recorded crime since 1992. They claim their success can be explained by the fact that they strive to do the simple things well.

As officers readily acknowledge, the area does not suffer the level of serious incidents others do. However, for 1,052 officers physically to cover an area that north to south equates to driving from London to Sheffield, creates other problems. As such the Force relies heavily on community engagement to assist in crime reduction. Community

members take a lead role in instituting diversionary initiatives for young people in many areas. Similarly, 212 special constables and 139 volunteers (the latter investing approximately 8,000 hours to cover CCTV, keep rural stations open and generally help with filing) allow regular officers more time to target offenders and locations.

Leadership is very clear. Crime is the priority, and as such is everyone's problem. Crime reduction is therefore pursued along three avenues. The first is local problem solving, and to assist in this divisional commanders are provided with a 'challenge fund' to 'match fund' medium to longer-term local initiatives. The second is through rigorously investigating all reported crimes (none are screened out); and the final approach is to pursue an energetic stop-check policy at strategic locations, to target travelling criminals who account for about 40% of their crime.

Having set the direction structures are in place to deliver this strategy. The emphasis is on local policing with teams and individuals having ownership for geographic areas and a good level of stability allows officers to establish and maintain relationships with partners.

To prevent ambiguity a simple bronze (local response), silver (divisional response), and gold (HQ response) system for highlighted locations and offenders allows clarity of ownership and improves co-ordination across the Force area.

The tools are in place to support delivery. The intelligence system differentiates between hot, predictive and historic intelligence, whilst IT systems, such as GIS, support identification and analysis of problems. Local training has been given in problem solving and officers are also trained to one of three levels of forensic investigation. The Force Intranet keeps officers updated on what is happening across the force and an appraisal system supplements their development. Systems such as the computerised file preparation programme are only added if they are seen to improve operational performance.

From then on the focus is very much on implementation. The culture of the Force supports this. Officers spoken to said they felt they could make a difference and this level of determination bred success. Good work is rewarded, with individual work publicly acknowledged. However, there was a hard edge, since with the ownership came clear accountability; officers on division were monitored on team and individual performance across a variety of indicators which covered activities such as community meetings and stop-checks. Quality is an important factor in these indicators. Further, every month since 1994, there have been crime management meetings both at HQ for departmental staff, and on divisions, the minutes of which are circulated to all staff through the Intranet. Here those responsible for action are called to account and new problems are analysed.

The subsequent results are impressive. Last year, there were 113,000 stop checks in the Dyfed Powys area with leaflets provided to the drivers explaining the reason for the activity. The resultant stop searches were three times the national average and were supported by the community. Identification of offenders through forensic evidence also increased, with 26% of these identifications obtained by patrol officers. Detection rates have also increased year on year and presently stand at 67%.

- 6.69 Dyfed Powys Police markets its success to maintain the confidence and co-operation of the community. It also does it to deter offenders, for instance those awaiting processing in the cells will see painted on their ceiling that 7 out of 10 crimes are detected (together with the crime-stoppers

**Reinforcing Success**

number should they want to help detect more). In conclusion, an observer can see how Dyfed Powys Police has increased its inputs (volunteers and other community engagement), can quantify how this has led to an increase in outputs (i.e. stop checks and crime scene analysis) and as a result point to the outcome (reduction in crime) achieved.

**Critical Success Factors**

6.70 Concluding the development of the partnership and BCU models, this chapter provides the following additional success factors:

<b>Partnership - Critical Success Factors</b> ✓	
<input type="checkbox"/> Partnership is supported by modest core funding	
<input type="checkbox"/> Partnership has a clear financial plan.	
<input type="checkbox"/> Training is provided to partner agencies in partnership building, problem solving and information analysis as well as 'traditional' crime prevention skills.	
<input type="checkbox"/> IT systems between partner agencies are compatible and actively used in the sharing of data and joint analysis.	
<input type="checkbox"/> Effective protocols based on national guidance to assist in effective information sharing.	
<input type="checkbox"/> Accountability mechanisms are in place	
<input type="checkbox"/> Understand what works and aware of how all agencies play their part.	
<input type="checkbox"/> Partnership has a development plan.	
<b>BCU - Critical Success Factors</b> ✓	
<input type="checkbox"/> BCU commander has delegated financial management to facilitate funding of partnerships.	
<input type="checkbox"/> Training is provided in partnership building, problem solving and information analysis as well as 'traditional' crime prevention skills.	
<input type="checkbox"/> Accountability mechanisms are in place.	
<input type="checkbox"/> Understand what works and aware of how all agencies play their part.	

## Conclusions

- 6.71 Earlier chapters have identified the current trends in crime, the role of public agencies, the foundations for effective partnership working and practical approaches to community safety. This chapter has sought to support these earlier arguments by outlining what needs to take place to build the capacity of partnerships to deliver sustained crime reduction.
- 6.72 The building of capacity requires the establishment and development of the ability of partnerships to identify, understand, define and respond to community safety problems. This requires consideration of effective resource management and the use of shared information and good ideas.





## Agenda for Action

	Reference	National	Regional	Local
In order to facilitate funding of partnerships, chief officers should give further consideration to providing increased delegated financial management to BCU commanders where such delegation is not present or is minimal. Such delegation should be encompassed within accountability frameworks and monitored from the centre to ensure a coherent and corporate approach is maintained across the force.	6.7			✓
There is a need for partnerships to cost their community safety plans and ensure that exit strategies are considered in relation to externally funded initiatives.	6.11			✓
Partnerships would benefit by the inclusion of specific resources designed to support community safety in base budgets of local authorities and police.	6.15			✓
Sponsorship is a beneficial way of involving the private sector in community safety programmes and partnerships should be encouraged to explore the opportunities available.	6.17			✓
Central government should assist in the development of the necessary systems to enable the establishment of effective costing mechanisms at partnership level.	6.21	✓		
There is a need to provide local authority and police staff with much better cross-professional training so they can work with communities in high-performing teams capable of making a real impact on local problems.	6.22		✓	✓
ACPO and NPT should determine a range of training events commensurate with an appropriate service-wide training needs analysis for the police service as a whole.	6.26	✓		
The Home Office, the CRC and NPT are encouraged to consider their respective roles and structures to ensure that they are able to fully meet the partnerships joint training needs.	6.32	✓		
The National Competency Project Team is urged to ensure that competencies relating to community safety are included within the framework, building on the work already undertaken.	6.35	✓		

## Agenda for Action

	Reference	National	Regional	Local
Given the fact that regional government office staff originate from differing backgrounds and have varying levels of experience in the field of community safety, there is a need to raise substantially their knowledge in this area.	6.36		✓	
Personnel from all partner agencies need training in partnership building, problem solving and information analysis as well as in 'traditional' crime prevention skills.	6.37		✓	✓
The Home Office, in conjunction with the DETR, ACPO, the LGA and relevant agencies is urged to take a national perspective on community safety training.	6.39	✓		
The need to ensure that systems used by local authorities and police forces are compatible at a local and national level is a key area for further development by national government, as is the development of generic protocols for the sharing of data.	6.42	✓		
The effective sharing of information and the proper application of IT are important capacity builders. The former relies on the latter. There is a need to ensure that systems are not only compatible but also that information sharing does take place. IT should also be more widely used to not only collate crime and disorder data but also crucially, to analyse and disseminate it.	6.53			✓
To ensure accountability for continuous improvement, community safety strategies and action plans should incorporate targets, realistic timescales and effective mechanisms for performance evaluation and review.	6.66			✓
It is suggested that each partnership considers the introduction of a development strategy that will seek to outline how the identified gaps can be closed and how the partnership will continuously improve over a period of three to five years.	6.67			✓

## 7 Conclusion and Strategic Agenda for Action

### Chapter Summary

This chapter will:

- ❑ Summarise the overall conclusions of the report.
- ❑ Outline the development of model partnership and BCU concepts based upon the identified critical success factors, to be supported by the work on pilot BCU inspections.
- ❑ Describe the strategic agenda for action.

## Conclusion and Strategic Agenda for Action

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### Conclusion

7.1 The identification of critical success factors in crime and disorder reduction efforts is a complex task. This report has sought to identify those success factors through the experience of site visits during the Inspection.

7.2 The report has identified that:

- ❑ There has been significant success in reducing crime in recent years, but this will be difficult to sustain in the long term unless all key players are able to raise their collective game.
- ❑ Key players include central and regional government, local partnerships, police and local authority personnel and their associations in addition to representatives of the community and the private and voluntary sectors.
- ❑ Each of these key players has a role to play in reducing crime. At present, the interaction between the players lacks co-ordination but there are significant opportunities upon which to build. The enthusiasm is evident - what is now needed is to turn that enthusiasm into co-ordinated action.
- ❑ Partnerships need to be adequately structured, well led and working jointly towards a common agenda.
- ❑ There have been some encouraging signs that problem-solving approaches to reducing crime and disorder are beginning to emerge but much more needs to be done. The predominant service delivery culture remains locked into a reactive mode.
- ❑ Interventions remain focused at individual agency level and are rarely undertaken in combination across differing timescales. There is a need to bring together all key players who can influence particular problems and consider a range of interventions.
- ❑ If initial successes are to be reinforced, much more needs to be done to build the capacity of partnerships to rise to the challenge. This includes adequate resourcing, proper planning and the provision of sufficient training and development opportunities for those involved in crime and disorder reduction. Furthermore, there is a need to increase the extent to which IT is applied to these efforts and to examine how information is shared.

*Partnerships need to be adequately structured, well led and working jointly towards a common agenda*

### Models of Success

7.3 Throughout the last three chapters of this report, attempts have been made to isolate the critical success factors and represent these within model partnerships and model BCUs. These models are represented below.

## Conclusion and Strategic Agenda for Action

7.4 The models are intended to act as a guide for partners and BCU commanders to use in the furtherance of crime and disorder reduction. The models are not intended to be exhaustive and it is likely that they will be built upon as partnerships continue to develop their approaches over time. Furthermore, the current work being undertaken by Mr Peter Winship, HMI, in relation to pilot BCU inspection processes is likely to reveal additional complementary success factors.

*The models are not intended to be exhaustive and it is likely that they will be built upon as partnerships continue to develop their approaches over time*

Model Partnership - Critical Success Factors	✓
<input type="checkbox"/> Good working relations between partners within co-terminous boundaries, including full co-operation with police authorities and other agencies.	
<input type="checkbox"/> Locally based service delivery at ward or similar level.	
<input type="checkbox"/> Good leadership on the part of agency heads, e.g. chief executive, BCU commander, supported by: <ul style="list-style-type: none"> <li><input type="checkbox"/> Effective planning incorporating targets and timescales, accountability mechanisms and performance review.</li> <li><input type="checkbox"/> Performance monitoring and review at partnership level.</li> </ul>	
<input type="checkbox"/> Active community engagement through community representatives, elected members and the private and voluntary sectors.	
<input type="checkbox"/> 'Joined up' activity based upon 'joined up' strategies.	
<input type="checkbox"/> Good representation and good links with non-partnership bodies (CPS, courts, DAT, YOT, etc).	
<input type="checkbox"/> Initiatives tackle a clearly defined problem, in a clearly defined area, with clearly defined resources, to deliver a clearly defined outcome.	
<input type="checkbox"/> Partnership has access to relevant, accurate and timely intelligence from a number of sources and is able to exchange that data effectively and within the legislative requirements.	
<input type="checkbox"/> Recognition of the need for quick wins balanced by the need to tackle problems in the longer term.	
<input type="checkbox"/> Implement and evaluate 'what works' through a range of tactics in discussion with all other partnership members.	
<input type="checkbox"/> The development of a co-active service delivery style that seeks to identify the conditions to be addressed to improve community safety and work with others to define and design the response to those conditions that threaten community safety.	
<input type="checkbox"/> Partnership is supported by modest core funding.	
<input type="checkbox"/> Partnership has a clear financial plan.	
<input type="checkbox"/> Training is provided to partner agencies in partnership building, problem solving and information analysis as well as 'traditional' crime prevention skills.	
<input type="checkbox"/> IT systems between partner agencies are compatible and actively used in the sharing of data and joint analysis.	
<input type="checkbox"/> Effective protocols based on national guidance to assist in effective information sharing.	
<input type="checkbox"/> Accountability mechanisms are in place.	
<input type="checkbox"/> Understand what works and aware of how all agencies play their part.	



**Conclusion and Strategic Agenda for Action**

<b>Model BCU - Critical Success Factors</b>	
<input type="checkbox"/> Good working relationships with other partners within boundaries that are co-terminous with local authorities.	
<input type="checkbox"/> Strong and visible leadership supported by: <ul style="list-style-type: none"> <li><input type="checkbox"/> Effective planning incorporating targets and timescales, accountability mechanisms and performance review.</li> <li><input type="checkbox"/> Performance monitoring and review at partnership level.</li> </ul>	
<input type="checkbox"/> Policing style emphasises locally based policing.	
<input type="checkbox"/> Locally based officers with clear ownership of areas and issues.	
<input type="checkbox"/> Effective processes and mechanisms to identify trends in relation to offenders/victims/locations.	
<input type="checkbox"/> Operational staff have access to timely and reliable information on crime and disorder from all partner agencies.	
<input type="checkbox"/> Clear focus on problem-solving and intelligence-led approaches.	
<input type="checkbox"/> Sufficient analyst skills are available and suitable measures are in place to ensure the retention of those skills.	
<input type="checkbox"/> Focus on short-term and long-term priorities within an integrated crime and disorder reduction strategy.	
<input type="checkbox"/> Effective tasking and co-ordinating mechanisms are in place with links to partnership efforts that are able to consider a range of interventions.	
<input type="checkbox"/> The development of a co-active policing style that seeks to identify the conditions to be addressed to improve community safety and work with others to define and design the response to those conditions that threaten community safety.	
<input type="checkbox"/> BCU commander has delegated financial management to facilitate funding of partnerships.	
<input type="checkbox"/> Training is provided in partnership building, problem solving and information analysis as well as 'traditional' crime prevention skills.	
<input type="checkbox"/> Accountability mechanisms are in place.	
<input type="checkbox"/> Understand what works and aware of how all agencies play their part.	

**Strategic Agenda for Action**

7.5 It is important that the key players at all levels act upon the key messages contained within this report. The strategic agenda for action outlines the steps that need to be taken if the success factors identified in the models above are to be realised and supported.

## Complete Strategic Agenda for Action

	Reference	National	Regional	Local
1. ACPO and the LGA should work together to enable a definition of disorder to be developed that will take into account the local context. This will enable forces and partners to understand and address disorder in their areas and to be able to measure accurately the impact of their strategies and tactics.	2.4		✓	
2. Detection is not simply a matter for police action. Partnerships can make a real contribution to the detection of crime. By building on early successes, they should consider what impact partnerships can have in raising public confidence in the reporting of offences to the police, and in providing intelligence and ultimately assisting in the provision of evidence which can be put before the courts.	2.11			✓
3. Many key organisations have a wealth of knowledge and experience in the field of crime and disorder reduction. The Home Office must consult widely and more effectively to ensure expertise, ownership and active support are maximised to achieve sustainable crime reduction	3.9	✓		
4. In the setting of priorities, effective and extensive consultation and active involvement are key to reducing uncertainty and resentment and encouraging active participation.	3.21	✓		
5. Ministers are urged to improve strategic co-ordination of planning processes to ensure that all plans, national and local, support each other and do not require energy to be invested in planning to the detriment of service delivery.	3.25	✓		
6. Police forces are urged to examine their strategies and plans against the criteria shown in Appendix D.	3.32	✓		
7. ACPO needs to demonstrate the importance it attaches to crime and disorder reduction and community safety in general. It may choose to do this by: <ul style="list-style-type: none"> <li>□ Elevating the Crime Prevention Sub-Committee to full committee status.</li> <li>□ Ensuring that this new committee has a relevant title, which is recognised as the committee for crime and disorder reduction and community safety.</li> <li>□ Adopting a much higher profile in the community safety environment.</li> </ul>	3.33	✓		
8. The proposed increase to the number of DATs making them co-terminous with the local authorities is a positive step and is encouraged.	3.38	✓		

### Complete Strategic Agenda for Action

	Reference	National	Regional	Local
9. Research should be undertaken to identify the level of repeat offending committed whilst on bail and the range of approaches adopted by the courts.	3.42	✓		
10. The Inspection welcomes the publication of the CJS common business plan but urges the Attorney General, the Home Secretary and the Lord Chancellor to promote the improvement of joint agency action in the area of crime and disorder partnership activity and to reinforce the need for a similar approach locally through the CJCC.	3.46	✓		
11. The PRCU(RDS) is presently examining the implications of Section 17, the intention behind the section, what case law is relevant, and what steps might be suggested to agencies to reduce their risk of failure to comply. This work should be expedited and guidance on the legislation revised and expanded accordingly.	3.52	✓		
12. The Inspection team believes it is clear that Section 17 applies to both the local authority and police; it must be seen as a guiding principle for the police authority, the police force, BCUs and departmental strategies and not an adjunct.	3.54			✓
13. It is important for central government to show clear leadership by emphasising the cross-departmental importance attached to the reduction of crime and disorder. By adopting the principles of Section 17 of the Crime and Disorder Act, central government would ensure all ministerial portfolios include the necessity to consider the prevention of crime and disorder.	3.58	✓		
14. The lack of knowledge and understanding of the implications of Section 17 of the Act demonstrates the need for training in this area for everybody engaged in partnership work and community safety in general.	3.59	✓	✓	✓
15. The government might usefully consider imposing suitable Best Value targets on its own departments, such as Health and Education, where they relate to community safety and crime and disorder reduction.	3.65	✓		

## Complete Strategic Agenda for Action

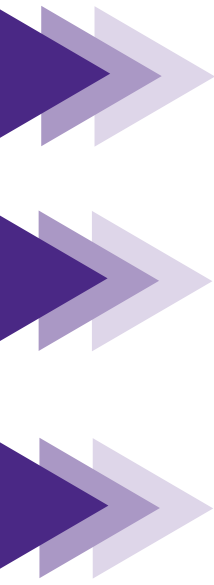
	Reference	National	Regional	Local
16. Every effort should be made by partner agencies to ensure that boundaries are co-terminous, providing the overall impact is beneficial to service delivery.	4.17			✓
17. Partners and police forces are encouraged to review the extent to which service delivery is focused at the local level, including alignment of wards, sectors and beats and the deployment of locally based staff dedicated to a geographic area.	4.36			✓
18. Leadership is a critical success factor in providing the foundation for partnership working. Partnership leaders should review the extent to which they support the vision and purpose of the partnership through individual contribution as part of the partnership's development plan.	4.42			✓
19. It is important that those agencies not yet fully engaged are encouraged and supported to become more so, both to benefit from their expertise and to demonstrate to other partners that the undeniable burdens of community safety are shared.	4.43			✓
20. Partnerships should encourage greater involvement of elected members. Where it does not exist, the designation of an elected member as the community safety portfolio holder could be considered, in addition to ensuring that all elected members understand the benefits of partnership working in addressing local community problems.	4.51			✓
21. The private sector can significantly assist the reduction of crime and disorder by designing out crime opportunities, providing financial and other resource support and by assisting with marketing the prevention message. Partnerships should encourage their active involvement.	4.63			✓
22. The voluntary sector comprises many organisations, some charitable and others government aided, which have a long history of valuable contribution to the reduction of crime and disorder and the promotion of community safety. Partnerships should encourage their active involvement.	4.65			✓
23. It is suggested that a review is undertaken of the recruitment, role and retention of analysts. This could be done through the joint efforts of ACPO, the National Crime Faculty (Bramshill Police Staff College) and the PRCU(RDS).	5.14			✓

### Complete Strategic Agenda for Action

	Reference	National	Regional	Local
24. This Inspection report endorses the recently published NCIS model and encourages police forces to adopt it as part of the force intelligence strategy.	5.16			✓
25. In the development of an integrated model for crime and disorder reduction there is a need to embrace problem solving and effective intelligence to identify: <ul style="list-style-type: none"> <li>❑ The different and complementary contribution that partners can make.</li> <li>❑ The intervention or combination of interventions that would be most appropriate to the problem.</li> <li>❑ The timescale of the intervention.</li> <li>❑ A review process for actions taken.</li> </ul>	5.25			✓
26. Police forces and partnerships are urged to assess the extent to which their service delivery style reflects the principles of a problem-solving approach. Where such approaches are underdeveloped, forces and partner agencies are encouraged to include an improvement programme within their development plan.	5.40			✓
27. Routine presentation of crime and disorder data and changes in patterns should be introduced at partnership meetings and actions determined. This type of systematic monitoring should be a standing item.	5.43			✓
28. In order to facilitate funding of partnerships, chief officers should give further consideration to providing increased delegated financial management to BCU commanders where such delegation is not present or is minimal. Such delegation should be encompassed within accountability frameworks and monitored from the centre to ensure a coherent and corporate approach is maintained across the force.	6.7			✓
29. There is a need for partnerships to cost their community safety plans and ensure that exit strategies are considered in relation to externally funded initiatives.	6.11			✓
30. Partnerships would benefit by the inclusion of specific resources designed to support community safety in base budgets of local authorities and police.	6.15			✓
31. Sponsorship is a beneficial way of involving the private sector in community safety programmes and partnerships should be encouraged to explore the opportunities available.	6.17			✓

## Complete Strategic Agenda for Action

	Reference	National	Regional	Local
32. Central government should assist in the development of the necessary systems to enable the establishment of effective costing mechanisms at partnership level.	6.21	✓		
33. There is a need to provide local authority and police staff with much better cross-professional training so they can work with communities in high-performing teams capable of making a real impact on local problems.	6.22		✓	✓
34. ACPO and NPT should determine a range of training events commensurate with an appropriate service-wide training needs analysis for the police service as a whole.	6.26	✓		
35. The Home Office, the CRC and NPT are encouraged to consider their respective roles and structures to ensure that they are able to fully meet the partnerships joint training needs.	6.32	✓		
36. The National Competency Project Team is urged to ensure that competencies relating to community safety are included within the framework, building on the work already undertaken.	6.35	✓		
37. Given the fact that regional government office staff originate from differing backgrounds and have varying levels of experience in the field of community safety, there is a need to raise substantially their knowledge in this area.	6.36	✓		
38. Personnel from all partner agencies need training in partnership building, problem solving and information analysis as well as in 'traditional' crime prevention skills.	6.37		✓	✓
39. The Home Office, in conjunction with the DETR, ACPO, the LGA and relevant agencies, is urged to take a national perspective on community safety training.	6.39	✓		
40. The need to ensure that systems used by local authorities and police forces are compatible at a local and national level is a key area for further development by national government, as is the development of generic protocols for the sharing of data.	6.42	✓		



### Complete Strategic Agenda for Action

	Reference	National	Regional	Local
41. The effective sharing of information and the proper application of IT are important capacity builders. The former relies on the latter. There is a need to ensure that systems are not only compatible but also that information sharing does take place. IT should also be more widely used not only to collate crime and disorder data but also, crucially, to analyse and disseminate it.	6.53			✓
42. To ensure accountability for continuous improvement, community safety strategies and action plans should incorporate targets, realistic timescales and effective mechanisms for performance evaluation and review.	6.66			✓
43. It is suggested that each partnership considers the introduction of a development strategy that will seek to outline how the identified gaps can be closed and how the partnership will continuously improve over a period of three to five years.	6.67			✓

## Endnotes

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### Chapter 2

<sup>1</sup> Consultation between the Association of Chief Police Officers (ACPO), Public Order Committee and their Performance Management Committee (February 1998).

<sup>2</sup> Page 7, *Safety in Numbers*, Audit Commission, London February 1999.

<sup>3</sup> Home Office Research Study *Trends in Crime* by Simon Field, 1998, and its updated research study, *Modelling and predicting property crime trends in England and Wales* by Dhiri, Brand, Harries and Price.

<sup>4</sup> Home Office Research, Development and Statistics Directorate, July 2000.

<sup>5</sup> HM Treasury (1998), *Comprehensive Spending Review*.

<sup>6</sup> Mayhew and Hough 1988: as reported in 'Conceptualising Crime Prevention and Community Safety' Adam Crawford, Longman Criminology Series 1998.

<sup>7</sup> Morris N. and Tonry M. (1990) *Research on Drugs and Crime*; in Morris N. and Tonry M. 'Drugs and Crime', Chicago: University of Chicago Press.

<sup>8</sup> Bennett (1998) *Drugs and Crime: the results of research on drug testing and interviewing arrestees*, Home Office Study 183, London Home Office.

<sup>9</sup> Drugs Prevention Initiative Paper No 15 (February 1996) in *Drugs Misuse and the Criminal Justice System: a review of the literature*.

<sup>10</sup> DPAS Paper No. 2 *Doing Justice to Treatment: Referring Offenders to Drug Services and Drugs*.

<sup>11</sup> *National Treatment Outcome Research Study (NTORS)*.

<sup>12</sup> *National Economic Research Associates [NERA] (November 1999) in Assessing Capacity Constraints in Drug Treatment Services*.

### Chapter 3

<sup>1</sup> *Performance and Innovation Unit (2000) 'Reaching Out'*.

<sup>2</sup> *Criminal Justice System Business Plan 2000 - 2001 (May 2000) Criminal Justice Joint Planning Unit*.

<sup>3</sup> Moss, K & Pease, K (1999) *Crime & Disorder Act 1998: Wolf in Sheep's Clothing? Crime Prevention and Community Safety: An International Journal*, 1, 4, 15-19.

### Chapter 4

<sup>1</sup> 'Sub Force Level Families. Summary of Basic Command Unit (BCU) and Crime and Disorder Reduction Partnerships (CDRP) boundaries', May 2000. *Policing and Reducing Crime Unit*.

<sup>2</sup> *National Strategy for Neighbourhood Renewal: framework for consultation. Report by the Social Exclusion Unit, 2000. Chapter 6*.

### Chapter 5

<sup>1</sup> R. Clarke (ed) *Situational Crime Prevention: Successful Case Studies: New York: Harrow and Heston, 1992, p. 4*.

### Chapter 6

<sup>1</sup> Clare Spottiswoode, *Improving Police Performance: A New Approach to Measuring Police Efficiency, Public Services Productivity Panel, HM Treasury*.

<sup>2</sup> *National Strategy for Neighbourhood Renewal: Report of Policy Action Team 16: "Learning Lessons" - Chapter 5 Professionals and Practitioners: Professional Training and its limitations*.



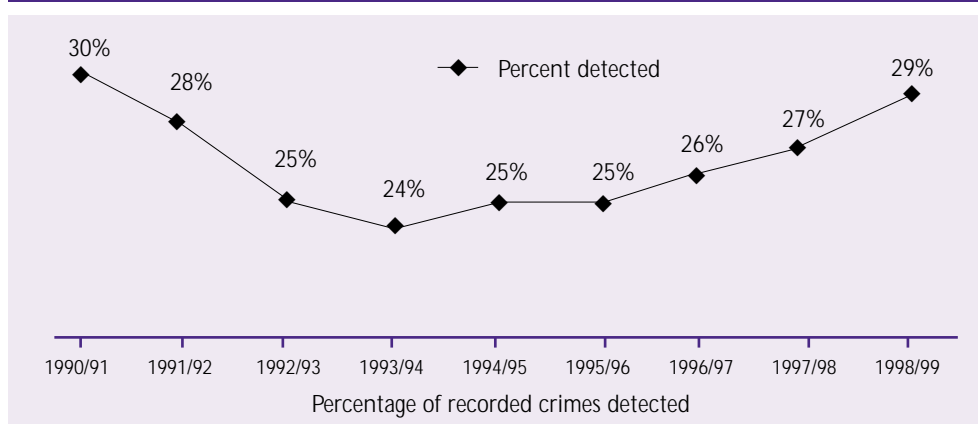
# Appendix A

## Crime Trends

**Figure A1: Six Years of Crime Reduction**

Year	Number of crimes	% change
1993/94	5,438,027	-4%
1994/95	5,146,383	-6%
1995/96	5,139,307	-0.1%
1996/97	4,930,678	-4%
1997/98	4,545,337	-8%
1998/99	4,481,817	-1%

**Figure A2: Trends in relation to Detection of Police Recorded Crime**



### Relationship between Police Recorded Crime Figures and the BCS Data

For a number of years, the BCS has provided an alternative measurement of the level of crime committed in England and Wales. The survey asks adults in private households about their experience of victimisation in the previous year. It also addresses a number of other crime related issues including a respondent's satisfaction with the police, their attitude towards sentencing practices and the criminal justice system in general. In 1998 14,947 people were interviewed from an address sample of 18,983. In recognition of its usefulness as a measure of crime, the Home Office will be undertaking the survey annually in future.

**Appendix A**

The BCS categories of crime surveyed are not directly comparable but both exercises reveal very similar patterns and trends:

- ❑ Burglary increased steadily from 1981 to 1993. A slow reduction in this type of offence has been experienced from 1993 to 1997.
- ❑ Vehicle crime increased from 1981 to 1991. A pattern of reduction in this type of offence has been experienced from 1991 to 1997.

Police recorded violent crime shows a steady increase from 1981 to 1997 and continues to demonstrate an increasing trend. However, the BCS showed a 17% drop between 1995 and 1997, at a time when police recorded crime figures showed an increase of about 15%.

During the 1990s police forces nationally concentrated on reducing burglary and vehicle crime. This focus has produced encouraging results:

**Figure A3: Recorded Burglary & Vehicle Crimes**

Year	Burglary Offences			Vehicle Crime		
	Number	change	% change	Number	change	% change
1993/94	1,330,463	-57,970	-4.18%	1,485,542	-82,591	-5.27%
1994/95	1,236,985	-93,478	-7.03%	1,351,290	-134,252	-9.04%
1995/96	1,234,474	-2,511	-0.20%	1,331,156	-20,134	-1.49%
1996/97	1,127,027	-107,447	-8.70%	1,245,052	-86,104	-6.47%
1997/98	988,432	-138,595	-12.30%	1,096,022	-149,030	-11.97%
1998/99	951,878	-36,554	-3.70%	1,071,828	-24,194	-2.21%
Total change:		-436,555	-31.44%		-496,305	-31.65%

(Note: the Home Office changed its counting rules in 1998. The above figures are based on the former counting rules to allow a meaningful comparison to be made)

As illustrated in the graph below, analysis of all comparable crime shows:

- ❑ A remarkable consistency of trends between the police figures and the BCS.
- ❑ Large proportions of crimes are not reported to the police.
- ❑ Of those that are reported to the police, some fail to be recorded as crimes.

Figure A4: Analysis of Comparable Crime





# Appendix B

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## Crime Reduction Programme

The government's crime reduction programme has introduced challenge funding to crime and disorder reduction, principally through the Burglary Reduction Initiative, the Targeted Policing Initiative and the CCTV programme. This amounts to a total investment of approximately £400 million.

Other less well developed elements in the crime reduction programme include:

- ❑ **On Track**  
A long-term initiative aimed at children at risk of getting involved in crime.
- ❑ **Innovation Fund**  
To stimulate promising and innovative ideas from all sectors of society.
- ❑ **Treatment of Offenders**  
A range of initiatives to develop effective practice in working with offenders.
- ❑ **Drug Arrest Referrals**  
Schemes aimed to impact upon drug related offending in England and Wales.
- ❑ **Intervention Work in Schools**  
Improving schools' management of pupil behaviour, reduction of truancy and exclusion.
- ❑ **Locks for Pensioners**  
Improving home security for pensioners living in low-income households in neighbourhoods suffering high domestic burglary rates.
- ❑ **Domestic Violence and Violence Against Women**  
Projects to combat domestic violence, rape and sexual assault.
- ❑ **Vehicle Licensing**  
To improve licensing and registration systems and reduce opportunities for vehicle related crime.
- ❑ **Youth Inclusion**  
Funding to establish seventy youth inclusion schemes.
- ❑ **Sentencing**  
To develop the evidence base for sentencing and enforcement practices.
- ❑ **Neighbourhood Renewal**  
To develop in 2000 a national strategy for neighbourhood renewal through improvements to infrastructure and the fostering of community identity.
- ❑ **Design Against Crime**  
Initiative to encourage crime resistance through design.
- ❑ **CCTV**  
Additional funding for the period up to March 2002.



## Appendix C

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### Strategic Document Analysis

As part of this Inspection process, an analysis was undertaken of the various strategies and plans that are published by police forces and the extent to which these plans emphasise the importance of crime and disorder reduction and the linkages between them.

Prior to the site visits, each force within England and Wales was asked to provide a number of strategic documents critical to the operational function of crime and disorder reduction. These were as follows:

- ❑ Crime and Disorder Strategy.
- ❑ Corporate Plan.
- ❑ Annual Policing Plan.
- ❑ Human Resource Strategy.
- ❑ IT Strategy.
- ❑ Drugs Strategy.
- ❑ Intelligence Strategy.

Each document was marked against a standard by two assessors. A third set of assessors dip tested a number of the documents. Each document was awarded a score from the range:-

**Figure C1: Strategic/Plans - Marking Criteria**

Criteria	Score
Document not received	0
Poor	1
Satisfactory	2
Good	3

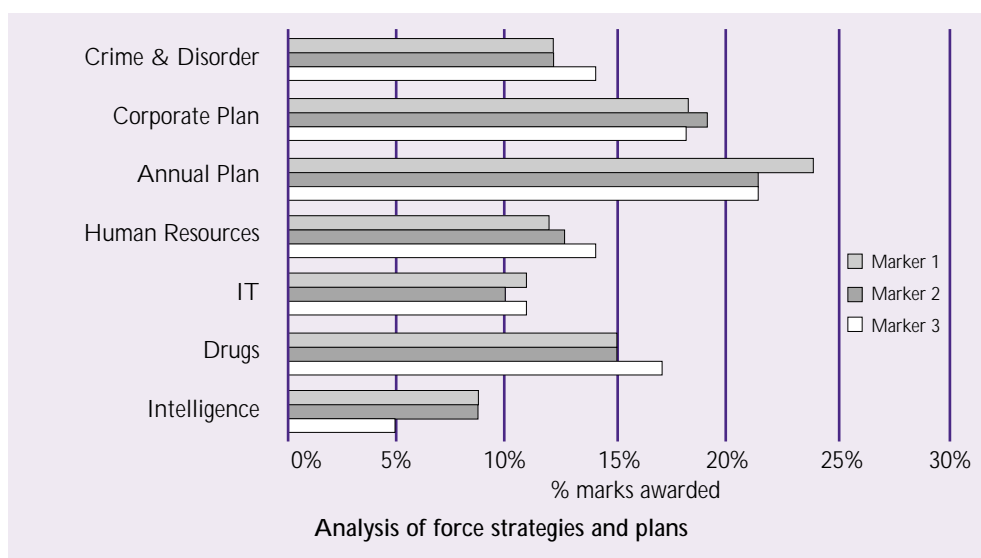
The scores for each document were added and then shown as a percentage of the total marks awarded. In addition to providing an evaluation of the quality of these documents as strategic drivers, it allowed them to be rank ordered in relation to the importance ascribed to crime and disorder reduction:

Appendix C

**Figure C2: Strategies/Plans - Ranked by Order of Importance re Crime & Disorder Reduction**

Document	Rank
Annual Policing Plan	1
Drugs Strategy	2
Crime and Disorder Strategy	3
Intelligence Strategy	4
Corporate Plan	5
Human Resource Strategy	6
IT Strategy	7

**Figure C3: Strategies/Plans – Marks Awarded**



The analyses of the documents were subject to a statistical test, which indicated a high level (statistically significant) of consistency amongst the three assessments (scorers).

The analysis indicates that those documents which indicate strategic intentions scored better, namely, the annual policing plans and corporate strategies, which scored 'satisfactory' on average. It is cause for concern that those documents that should drive the effort to achieve these stated intentions consistently scored a 'poor' rating. Many forces claim to be intelligence led, yet this area produced the worst strategic document. In order to maximise the effectiveness of their human resources, forces must ensure they are deployed in the areas of work indicated by intelligence and supported by appropriate IT.

Given the high profile of the Crime and Disorder Act, it is disappointing to see that these important documents did not attract a higher score. Forces are encouraged to examine their strategies for achieving their objectives to ensure they are maximising the potential of their resources to reduce crime and disorder.

The Inspection visits have confirmed that efforts to reduce crime and disorder are not being strategically driven. As yet, the link between strategic intentions and putting effective mechanisms in place is under developed. It was evident that there was either a good strategic document in place that was not supported by implementation or no strategy in place other than philosophical statements and confusion in relation to strategic direction. Furthermore, supporting strategies such as intelligence were absent resulting in a lack of focus and operational inconsistency. There was also little evidence of effective linkage between the plans operating within police forces.



# Appendix D

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## Force Good Practice Checklist for Developing Crime and Disorder Strategies and Plans

### Crime and Disorder Reduction Strategy

#### **Definition**

A force crime reduction strategy will be any document that outlines the force priorities and approach towards crime and disorder reduction. At the strategic level it will set out an unequivocal commitment to reduce crime as a key priority for the force. Additionally, the strategy will outline how a consistent, integrated and cohesive approach to crime reduction will be realised. It will clearly identify the accountability of all relevant personnel and encourage a combination of short, medium and long term perspectives providing guidance on tactical approaches whilst recognising the need for local innovation.

#### **Guidance Notes**

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the force crime and disorder reduction strategy:

- ❑ An unequivocal statement outlining the force's commitment to crime and disorder reduction.
- ❑ A definition of 'crime'.
- ❑ A definition of 'disorder'.
- ❑ Evidence that the strategy has clear links with the force corporate plan (i.e. is the commitment to partnership, problem solving and targeted patrol evident in both documents?).
- ❑ Evidence that the strategy has clear links with the force annual policing plan.
- ❑ A clear statement that efforts to reduce crime and disorder are the responsibility of all and not just the role of specialists.
- ❑ A summary of past performance spanning a period of at least three years that highlights areas of strength in addition to those that require improvement.
- ❑ A summary of projected crime trends based on an agreed/validated assessment, spanning a period of at least three years.
- ❑ Evidence that the strategy takes account of the community safety strategies and audits.
- ❑ Evidence of the existence of information sharing protocols between the partners or the existence of a process of consultation on the protocols.
- ❑ Evidence that the force has a process for identifying, notifying and implementing good practice in crime and disorder management.
- ❑ A clear commitment to adopt problem solving approaches.
- ❑ Evidence that the force has applied a 'gap analysis' with a view to closing the gap between areas of strength and areas for improvement.

Appendix D

- ❑ The provision of tactical guidance for achieving the strategy.
- ❑ Evidence of the importance of up to date accurate management information to identify the success of responses to crime and disorder reduction.
- ❑ Evidence of the promotion of a culture of ethical crime recording that provides the basis for taking accurate managerial decisions and evidence of robust systems for internal crime auditing.
- ❑ A clear statement that emphasises the importance of primary detection as a means of reducing crime and evidence of an appropriate mechanism for monitoring forcewide primary detection performance.
- ❑ A clear statement that emphasises the importance of targeting repeat victims of crime and disorder.
- ❑ An approach that combines short term tactical responses to known crime and disorder problems with longer term strategic responses that are designed to address the underlying causes of the problems.
- ❑ A commitment to evaluation and the provision of guidelines to assist evaluation efforts.

**Marking Guide: Crime and Disorder Reduction Strategy**

<b>Poor (1)</b>	No clear links to any other force plan. Does not embrace the whole workforce and is a short term statement of intention that the force will tackle crime and disorder reduction. Although other partners may be mentioned, the document does not signify an all embracing, partnership alliance to reduce crime and disorder.
<b>Satisfactory (2)</b>	Force priorities of crime and disorder reduction will be documented. Partnership involvement is evident. Crime and disorder are defined with equal importance attributed. Previous performance will have been analysed to identify strengths to be replicated and weaknesses from which lessons are to be learned. The requirement of all the force to participate will be evident. A longer term view and vision will have been adopted taking the force through to the next audit.
<b>Good (3)</b>	The medium to long term strategic approach the force wishes to adopt is spelt out in plain English. It clearly outlines the priority the force gives to crime and disorder reduction. There is evidence of a meaningful and cohesive approach integrated across the whole policing function. There will be clear links to other strategic plans of the force, the community safety strategies and supporting audits. The accountability of individuals is explicit. Short, medium and long term approaches are advocated, with appropriate guidance included. Recognition that local initiatives are necessary and expected, and partnership approaches essential. Clarity is such that the reader is in no doubt the direction that the force is to take, in constructive partnership to achieve substantial and sustainable crime reduction.

## Corporate Plan

### **Definition**

A force corporate plan will be any document which outlines the force's vision, aims and priorities for a period spanning at least three years and which links the application of resources to those priorities with clearly stated desired outcomes.

### **Guidance Notes**

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the force corporate plan:

- ❑ A clearly stated vision for the organisation, which includes a philosophy for creating safer communities.
- ❑ A defined 'policing style' which clearly articulates how service will be delivered through a structure that emphasises local service delivery.
- ❑ A commitment to working in partnership with statutory and voluntary agencies.
- ❑ A commitment to devolved decision making and financial management and empowerment for local commanders to tackle local problems.
- ❑ A commitment to problem solving as a general approach to reducing crime and disorder.
- ❑ A commitment to managing demand and deploying resources to enable efforts to be focused on identified force and partnership priorities.
- ❑ A commitment to developing all staff to enable them to fulfil their respective roles.
- ❑ Evidence that the corporate plan is linked to the annual policing plan, local community safety strategies and other organisational strategies such as crime reduction, IT and human resource strategies.
- ❑ Clearly stated milestones, timescales and accountabilities to ensure that the priority crime reduction aims of the force and partners are achieved. Additionally, there should be evidence that the accumulated targets from the annual policing plan and local community safety strategies all contribute to aggregated force corporate plan targets and intentions.

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**Marking Guide: Corporate Plan**

<b>Poor (1)</b>	No clear links to any other force plan. A simplistic document laying out a dream without any consideration of what can be delivered or how. No indication as to the policing style to be adopted. No indication as to how an integrated partnership approach to achieving safer communities might be realised.
<b>Satisfactory (2)</b>	The vision of the force will be clearly stated. It will contain a prominent reference to creating safer communities through partnership working. Problem solving will be high on the agenda with responsibility and accountability focused at the local level. The policing style is described with the links to other plans clearly identified. Making the most of resources, including the development of staff should be a priority.
<b>Good (3)</b>	The reader is left in no doubt as to the vision, aims and priorities of the force for the next three years. This document is the basis from which all others are derived. Clear links should be identifiable from all of the other force plans whose management and operational emphasis can be traced back to the philosophy of the corporate plan. "Visible Corporacy" throughout. Detailing a vision of safer communities through the reduction of crime and disorder, the corporate plan will link resources to priorities and detail the desired outcomes. The policing style of the force will be described showing a total commitment to quality service delivery through effective partnership. The partnership initiatives will link both statutory and voluntary bodies to the policing effort of the force. Management of this policing style will be one of devolvement and empowerment to a local level where the identification of problems and solutions can really be effectively achieved. Whilst those responsible for local policing will be identified as being accountable, the executive team will remain answerable for the force performance.

## Annual Policing Plan

### Definition

The annual policing plan will be any document that outlines the force's priorities for a twelve month period.

### Guidance Notes

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the annual policing plan:

- ❑ Clearly stated priorities.
- ❑ Objectives that are 'SMART'.
- ❑ Evidence that consultation with the community was undertaken in the formulation of the plan.
- ❑ Evidence that consultation with 'stakeholders' (i.e. local authorities, politicians etc) was undertaken in the formulation of the plan.
- ❑ A commitment to reduce crime and disorder backed up with specific targets to reduce all recorded crime, burglary dwelling, vehicle crime and crimes of violence.
- ❑ Specific targets to reduce incidents of disorder.
- ❑ Clear linkage with the corporate plan.
- ❑ Evidence that the annual policing plan has been influenced by the consultation and drafting of local community safety plans.
- ❑ Clear evidence of active monitoring and evaluation arrangements with the ability to take remedial action where necessary.
- ❑ Evidence that the force understands the importance of achieving Best Value.

### Marking Guide: Annual Policing Plan

<b>Poor (1)</b>	Little or no evidence of consultation. Hard challenging targets not set. Where targets are set they are not challenging and fall short of what is required to show significant reduction in crime and disorder.
<b>Satisfactory (2)</b>	A solid account of how the force intends to address the requirements of the force corporate plan. The process for and product of local consultation will be evident. It will contain a commitment to establishing safer communities through efforts to reduce crime and disorder. Targets will be set to reduce all crime, burglary of people's homes, vehicle crime and crimes of violence. Monitoring of performance and the importance of achieving Best Value will be described.
<b>Good (3)</b>	This document clearly identifies how the force will address the requirements of the force corporate plan for the next twelve months. It will contain clear evidence of and reflect the consultation with the community and other stakeholders. The plan will incorporate hard and challenging targets for the force to achieve for its community with regard to crime and disorder reduction. The better plan will describe the philosophy of continuous evaluation and the desired flexibility to respond to identified changes to ensure the Force achieves all it desires. Underpinning the plan will be the commitment to and ethos of Best Value.

## Appendix D

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### Human Resource Strategy

#### **Definition**

A force human resource strategy will be any document which outlines the force's priorities and approach towards human resources. It will typically address the co-ordination of resources across the force and the contribution that individuals can make towards the overall force strategy.

#### **Guidance Notes**

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the force human resource strategy:

- A commitment to provide the right people with the right skills at the right time to enable each individual to play their part in reducing crime and disorder.
- Clear linkage with the force corporate plan and other organisational strategies particularly the crime reduction strategy.
- Evidence that the strategy has been developed with the aim of delivering the force objectives and the annual policing plan and contributes to the overall corporate direction and development of the force particularly with regard to crime and disorder management.
- Evidence that up to date accurate crime and disorder management information is informing resource allocation and deployment including costs.
- An indication at the strategic level that crime and disorder training needs have been analysed and identified at all levels, together with how and when these will be met. Additionally, there will be evidence of a commitment to repeat this exercise at regular intervals in response to changing demands and trends as a result of the impact of the police/partnership effort.
- An indication at the strategic level that the skills and abilities necessary for effective crime and disorder reduction are informing the recruitment, selection and promotion procedures.

**Marking Guide: Human Resource Strategy**

<b>Poor (1)</b>	Is made up of a list of policies and procedures that have been developed in isolation and do not embrace the whole workforce. No evidence of a corporate approach to human resource issues.
<b>Satisfactory (2)</b>	Force priorities for all human resource functions are set out and an integrated approach is taken to recruiting, career development, training rewards, succession planning and promotion. The procedures fully embrace equality of opportunity and seek to put the right person in the right place at the right time. The strategy will have strong links to the force planning processes in order to satisfy the needs of the annual policing plan. It will have been formulated to deliver in accordance with the vision, aims and priorities of the force corporate plan.
<b>Good (3)</b>	Provides for everything that is deficient above. Strong evidence that the plan is embedded in the force corporate plan, and that it is being driven by it. All human resource functions are fully integrated with supporting strategies and plans. Responsibility is devolved to line managers who are fully trained and aware of their responsibilities to their staff. There may be evidence of a longer-term strategy of 3 to 5 years, or a short term plan. The strategy will seek to establish that each member of staff knows what is expected of them and is aware of the opportunities open to them. The strategy will be flexible enough to refocus if required and still be able to give the force the people it requires in the right place at the right time. The strategy will reflect the prevailing management style, which will be open and participative. It will seek to place decision making at the lowest competent level. The strategy is evidently suitable for providing the force with the required human resources, suitably equipped to deliver the crime and disorder initiatives of the force.

## Appendix D

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### IT Strategy

#### **Definition**

An IT strategy will be any document which sets out the force priorities and approach towards IT. It will typically address the IT requirements of the force within the context of its organisational priorities, the allocation of technological resources in accordance with those priorities and the prioritisation and costing of the strategic plan. There will be evident linkages between the IT strategy and the crime and disorder reduction intentions of the force.

#### **Guidance Notes**

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the force IT strategy:

- Clear links between the identification, procurement and allocation of technological resources and the priority afforded to crime and disorder reduction through intelligence-led and problem oriented approaches.
- A recognition of the need to align technological compatibility between partner agencies and to engage in effective information exchange. Additionally, there may be evidence of a strategic intention to align different partner technologies to achieve a greater degree of compatibility and improvements in performance.
- Evidence that the strategy has taken account of user needs in procurement and support decisions.
- A commitment to base analytical capabilities on geo-coded data sources that have been agreed between the partners themselves.
- Identification of partnership IT training needs to make the best use of technological resources to assist in crime and disorder reduction efforts.
- Project milestones, timescales and accountabilities.

**Marking Guide: IT Strategy**

<b>Poor (1)</b>	A bland document ignoring the emerging needs of the force to address crime and disorder. No evidence of linkages with the other force plans. The strategy will not reflect the published policing style and will be devoid of reference to crime and disorder reduction.
<b>Satisfactory (2)</b>	The strategy will be linked to the aims of the force corporate plan. Cognisance of the priorities the force places upon crime and disorder reduction will be reflected in the strategy. Recognition of the requirement to provide Best Value will be stated.
<b>Good (3)</b>	Clearly sets out the force priorities and approaches towards IT. Visionary in how it will service the needs of the force in the future. Its primary focus will be based firmly on meeting the requirements of the force corporate plan. Allocation of resources and investment in technological developments and human resource training particularly as these relate to crime and disorder reduction are linked directly to the needs of the plan. The strategic aims will be realistic in light of the proportion of the budget set for IT. The IT strategy will show highly visible evidence of the commitment to Best Value. There will be specific links to the crime and disorder strategy. By addressing the needs of the corporate plan, cognisance of the technological compatibility with partnership agencies will be evident. A commitment will be expressed to identifying solutions to technological incompatibility and the need to provide methods of information exchange between partners involved in crime and disorder reduction.

## Appendix D

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### Drugs Strategy

#### **Definition**

The force drugs strategy will be any document which outlines the force's priorities and approach towards the tackling of drug-related crime and disorder. Typically, it will focus on enforcement, education and diversion and will provide guidance to the force on the various levels of activity.

#### **Guidance Notes**

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the force drugs strategy:

- ❑ Clear objectives which are 'SMART' and which are the responsibility of all staff.
- ❑ Agreed, prioritised targets for drug related indicators that are based on scientific analysis.
- ❑ Identifies importance of clear links between crime and disorder reduction and drugs.
- ❑ Evidence of appropriate integration between the drugs strategy and other relevant strategies and plans such as the corporate plan, the national drugs strategy, the annual policing plan and community safety strategies.
- ❑ Publication of results of previous performance.
- ❑ A commitment to partnership approaches to reduce the incidence of crime and disorder that is linked to drugs misuse and abuse.
- ❑ An appropriate balance between drugs education, awareness and enforcement.
- ❑ Recognition of the importance of arrest referral schemes.
- ❑ A clear role for the DAT with the full involvement of the health authority that has been agreed between all partners.
- ❑ Statement of commitment to link the DAT with community safety partnerships.
- ❑ A commitment to review, monitor and evaluate the progress being made towards forcewide efforts on drugs education, prevention and enforcement.

**Marking Guide: Drugs Strategy**

<b>Poor (1)</b>	A stand-alone document which ignores the bigger picture of the corporate plan and the crime and disorder strategy. Tends toward drugs being a specialist role and does not involve all members of the force. Misses the opportunities raised by partnership working and of the four-fold approach (enforcement, education, diversity and advice).
<b>Satisfactory (2)</b>	Clearly operating the multifaceted approach of enforcement, education, diversion and advice. Strong links with 'partners'. Encourages all members of the force to engage themselves in solving the problems drugs pose for the force. Other agencies actively involved. The force is prepared to learn from past successes and failures with some degree of monitoring and evaluation having been considered.
<b>Good (3)</b>	Clearly identifies that detection and reduction of drug offences and abuse is the responsibility of all members of the force. You will expect to see scientific analysis of problems leading to hard challenging targets being set. The drugs strategy should not be a standalone document but fully integrated into the force corporate plan, the crime and reduction strategy and other key force documents. Has cognisance of the national picture including the national drugs strategy. There is a clear policy of learning from the previous results. The reader should be left in no doubt that the force is committed to partnership utilising the four-fold approach of enforcement, education, diversion and advice in a balanced and informed manner. Arrest referral schemes and DATs afforded a recognised role. Full involvement of the health authority actively encouraged. A good strategy will include a commitment to review, monitor and evaluate. Where necessary changes will be implemented to ensure maximum impact.

## Appendix D

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### Intelligence Strategy

#### **Definition**

The force intelligence strategy will be any document which outlines the force's priorities and approach towards intelligence led policing. Typically, it will clearly define its aims, intentions and approaches to set the intelligence-led agenda for the force.

#### **Guidance Notes**

In a police force that is committed to crime and disorder reduction the following attributes will be evident in the force intelligence strategy:

- ❑ A clear commitment to intelligence-led policing that is stated and integrated within all relevant strategies and plan, e.g. corporate plan, crime reduction strategy, IT strategy.
- ❑ A named post to act as the force director of intelligence. Also with clear definition of the role and identified lines of responsibility and accountability.
- ❑ Clearly defined objectives for the use, management, dissemination and weeding of crime and disorder intelligence.
- ❑ Definition of 'proactive policing' that targets the causes of crime and disorder as well as criminals and those pre-disposed to acting in a disorderly manner.
- ❑ Evidence of the existence of co-ordination and tasking meetings at the force and local levels and their effective usage. The meetings should be structured to use formal tasking criteria and all available intelligence.
- ❑ Recognition of the importance of 'community intelligence' and evidence of its use, management and dissemination.
- ❑ Recognition of the importance of intelligence to problem solving and evidence of its use, management and dissemination.
- ❑ An outline of individual responsibilities in respect of intelligence.
- ❑ Specific guidance on the role of analysts.
- ❑ A commitment to the monitoring and evaluation of intelligence.

**Marking Guide: Intelligence Strategy**

<b>Poor (1)</b>	The approach to intelligence management is not integrated. Seen as a specific responsibility of an individual post holder only. Efforts mainly directed to criminal intelligence with community intelligence and matters relating to disorder given scant regard.
<b>Satisfactory (2)</b>	All aspects of policing are intelligence led. The force is committed to this philosophy and has appointed a director of intelligence. Clear instructions are provided to the force on the management, dissemination and weeding of intelligence. Intelligence affords the force the ability to adopt a proactive rather than reactive style of policing. It assists in the determination of the deployment of resources. There is an acceptance that intelligence is wider than simply 'criminal intelligence'. The force advocates the use of crime analysts.
<b>Good (3)</b>	A clear direction is provided to the force of its priorities and approach in general towards intelligence led policing. The force should be intelligence led in all of its operational policing. This philosophy is reflected throughout the various strategies of the force. The post of director of intelligence is specifically identified with clear definitions of role, responsibilities and accountability. Readers are left in no doubt as to the management, dissemination and weeding of crime and disorder intelligence. The concepts of proactive policing and the targeting of individuals are strongly advocated. Reliable intelligence forms the basis to structure the co-ordinating and tasking of the force resources to combat and reduce crime and disorder. 'Community intelligence' is actively encouraged and acted upon. Above all the strategy recognises the importance of analysis, monitoring and evaluation of all intelligence.



## Appendix E

### Level of Correlation between BCU and Local Authority Boundaries (Individual BCUs and Summary by Force)

Figure E1: Co-Terminosity between BCU and Local Authority Boundaries

Forces	Total No. of BCUs (1/4/00)	LAs and BCUs with identical Boundaries	Several LAs enclosed wholly within 1 BCU Boundary	Several BCUs enclosed wholly within 1 LA Boundary	BCU Boundaries cut across LA at Ward level	BCU Boundaries cut across LA at Enumeration District Level
Avon and Somerset	8	3	2	3		
Bedfordshire	3	1			2	
Cambridgeshire	3				3	
Cheshire	6	4	2			
City of London	2			2		
Cleveland	4	4				
Cumbria	3		3			
Derbyshire	4		2		2	
Devon and Cornwall	16	16				
Dorset	4				1	3
Durham	6	4	2			
Dyfed Powys	6					6
Essex	10	5	3		2	
Gloucestershire	3				3	
Greater Manchester	11	9		2		
Gwent	4	3	1			
Hampshire	12	4	1	2	5	
Hertfordshire	9	8	1			
Humberside	4	4				
Kent	9	3			6	
Lancashire	6		5	1		
Leicestershire	5					5
Lincolnshire	3		1		2	
Merseyside	11	2		9		
Metropolitan Police	33	33				
Norfolk	3		1		2	
Northamptonshire	4	1	1		2	
Northumbria	15	1		5		9
North Wales	3		1		2	
North Yorkshire	3		3			
Nottinghamshire	5				2	3
South Wales	7	7				
South Yorkshire	11			11		
Staffordshire	4	1	3			
Suffolk	3		3			
Surrey	7	3	4			
Sussex	9		1		8	
Thames Valley	10	4	4		2	
Warwickshire	2		2			
West Mercia	6	1			4	1
West Midlands	21	1		20		
West Yorkshire	17			17		
Wiltshire	3	1	2			
<b>England and Wales</b>	<b>318</b>	<b>123</b>	<b>48</b>	<b>72</b>	<b>48</b>	<b>27</b>



# Appendix F

## Examples of Problem Solving Initiatives

(For more detail, refer to companion publication 'Not Rocket Science', to be published by PRCU)

F1: Examples of Problem Solving Initiatives				
Scanning	Analysis	Response	Assessment	
Problem	Cause	Tactic/Treatment	Output	Result claimed
Accidental drug related deaths involving methadone	Leakage of prescribed methadone into the illicit drugs market	Pressure on doctors to agree changed prescribing practices; incentives to pharmacies to provide supervised daily methadone taking. Monitoring of prescription practices and reminders to those prescribing inappropriately	Reduced overall prescription of methadone, especially the tablets most associated with deaths, increased daily prescriptions, increased provision for supervised drug taking in pharmacies.	Reduction from 1996 high, and then elimination from 1999 of drug-related deaths involving methadone
Nuisance and damage by youths on a housing estate during summer holidays	Lack of effective informal social control and lack of recreational opportunities	Two night a week, two league, seven a side football provision, with responsible managers and points deducted for trouble with police when not playing, providing incentives and peer pressure to behave.	150 children participating in regular football events throughout summer holidays; up to 200 present on any evening.	Lower level of reported summer holiday nuisance and disorder than that for previous five years
Children terrorising users of community huts in park	Lack of readily available alternative attractive opportunities for children	Divert children with sufficiently attractive alternative facilities that they would no longer create a nuisance.	Consultation with children about their wants, and provision of new facilities in the light of their ideas.	Elimination of the problem.
Disorder late at night at pizza parlours	Irritation at waiting whilst pizzas cooked, whilst those waiting under influence of alcohol	Enable customers to avoid waiting around to collect their orders after closing time, when disturbances are apt to take place.	Pizza parlours install direct lines from pubs to pizza parlours for customers to make orders.	Reduced late night fast food pizza parlour troubles
Theft of and from vehicles in car parks in seaside resort.	Large numbers of visitors in cars, with some carefree and careless passengers and some opportunistic offenders, arrive in resort. Some car parks poorly secured, with little surveillance and supervision.	Improve highly visible surveillance/guardianship at high crime times, provide security advice to visitors before they arrive and as they arrive, improve security at car parks where risks are highest.	£100,000 investment by council in security improvements, notably CCTV, leaflets handed out to incoming visitors, security surveys of all car parks with specific advice on needed improvements, etc	Substantial fall in vehicle crime in car parks.
Domestic burglary	Networks of prolific offenders available to conduct criminal business at low risk.	Target prolific offenders to disrupt networks, incapacitate active offenders, apprehend quickly repeat offenders on release, and foreshorten criminal careers.	Collection of intelligence, profiling of offenders, analysis of crime patterns, and maintenance of up to date information on networks of offenders. Consequential police deployment and arrests.	Seven year, year on year fall in monthly domestic burglaries, leading to a 75% reduction overall
Suspected fraud in senior management, internal theft and high number of recorded external thefts at a community college	Criminogenic college design, open access, weak and corrupt management, poor record keeping, general poor standards of behaviour, including some fraudulent claims to external thefts	Reform management practices removing corrupt management and providing for better record-keeping and better examples to staff and students, reduce ease of access, improve physical security.	New management team introduced, some access restriction, some target hardening.	Reported crimes at college dropped from 14 per month to 3-4 per month; drop in value of property stolen from £15,000 per month to less than £500 per month.

Appendix F

**F1: Examples of Problem Solving Initiatives (continued)**

Scanning	Analysis	Response	Assessment	
Problem	Cause	Tactic/Treatment	Output	
Theft from unattended vehicles left in isolated recreational area	Inability to provide specialist surveillance at all 12 car parks; lack of natural surveillance in car parks; ready supply of vehicles with attractive goods left in them from Easter; proximity to areas known to house active offenders	Target advice on those at risk. Divert cars to limited number of car parks where surveillance was easier; increase natural surveillance; attempt to repel likely offender; promote risk of apprehension in areas thought to house offenders.	Advice targeted at information centres shown most commonly to be visited. Prior to visit; targeted stop and search on those not looking likely to be in the area for recreational purposes. Set decoy vehicle of type found most to be at risk. Closure of high risk car parks where surveillance difficult. Provision of picnic benches in car parks for natural surveillance, Vendors licensed to operate in car parks to provide natural surveillance.	Lowest number of thefts from vehicles in eight years; 48% reduction on previous year.

**F2: Examples of Unsuccessful Initiatives**

Scanning	Analysis	Response	Assessment	
Problem	Cause	Tactic/Treatment	Output	
Rumoured bullying	Not clear	Invite reports, anonymously if victim so chooses	TV and print media coverage of opportunities to report, posters, widespread provision of forms to report incidents	One form returned, by an adult
National research concerning risks of arson in schools	Not investigated locally	Encourage neighbourhood watch to keep an eye on the schools; use the schools during the day, for summer schemes and so on, to increase natural surveillance.	Not clear.	No change in rates of arson, no arson before or after scheme
Nuisance and damage by youths on a housing estate during summer holidays	Lack of constructive activities	Provision of diversionary activities	Football one evening a week	No change in rate of nuisance and damage
Repeat domestic violence	Lack of co-ordination between agencies	Police development of multi-agency group	Some acrimonious meetings	Scheme collapsed

## Glossary of Abbreviations

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ACPO	Association of Chief Police Officers
APA	Association of Police Authorities
ASBO	Anti-Social Behaviour Order
BCS	British Crime Survey
BCU	Basic Command Unit
CARC	Co-ordinated Approaches to Reducing Crime
CBO	Community Beat Officer
CJCC	Criminal Justice Consultative Council
CJS	Criminal Justice System
CPS	Crown Prosecution Service
CRC	Crime Reduction College
DAT	Drug Action Team
DPAS	Drugs Prevention Advisory Service
HMIC	Her Majesty's Inspectorate of Constabulary
LGA	Local Government Association
NCIS	National Criminal Intelligence Service
NERA	National Economic Research Associates
NPT	National Police Training
NTORS	National Treatment Outcome Research Study
Ofsted	Office for Standards in Education
PAT	Policy Action Team
PCRG	Home Office – Policing and Crime Reduction Group
POP	Problem Oriented Policing
SMART	Specific – Measurable – Achievable – Realistic – Timely
SRB	Single Regeneration Budget
SSI	Social Services Inspectorate
YOT	Youth Offending Team