Neighbourhood Policing Review

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Neighbourhood Policing and Partnerships
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Executive Summary

The 2014-2015 Thames Valley Police Delivery Plan sets an action to review the approach to Neighbourhood Policing in light of best practice nationally and emerging College of Policing evidence. This report summarises the review findings and presents recommendations to inform the future delivery of Neighbourhood Policing in Thames Valley.

Overview

The operating environment for policing remains challenging and uncertain. The service will experience further substantial organisational change much of which will be driven by macroeconomic realities. There is a requirement to reconfigure policing to meet changing demands and increasing expectations at a time when resources are declining. If these challenges are not managed appropriately public confidence will be undermined.

Concerns have been raised by HMIC regarding the loss of Neighbourhood Policing capacity in forces where response and investigative responsibilities have “crowded out” community based activity focused on prevention, building public confidence and crime reduction\(^1\). There is a risk the service, as a response to financial challenges, will retreat to reactive, response oriented policing, with resources deployed to respond to immediate needs rather than longer term requirements.

The review seeks to avoid a slide towards managed decline by redefining the Neighbourhood Policing role, its relationship with communities and other police functions. The work was informed by a literature review commissioned from the Police Foundation, engagement with the College of Policing and other forces and a series of focus groups and interviews held with Neighbourhood Policing practitioners and Local Policing Area (LPA) Senior Management Teams.

The document opens with a PEST analysis which concludes that whatever the outcome of the May 2015 elections police leaders will need to ensure forces are locally responsive to communities, and their elected representatives, as well as dealing with further reductions in funding through business process reengineering, the proactive management of demand and prioritisation of reactive resource deployment.

The middle section of the review proposes a strategy for Neighbourhood Policing enabled by partnership and focused on visibility, engagement, problem solving and community resilience. At the heart of the strategy is a requirement for Neighbourhood Policing Teams (NPTs) to focus on reducing demand through preventative interventions.

The third section recognises the need to establish an efficient model to enable the local delivery of reactive policing functions whilst allowing sufficient capacity to ensure dedicated Neighbourhood Policing resources. A draft structure is proposed, enabled by recommendations to “triage” demand to mitigate the impact of a reduced establishment and support the continuation of Neighbourhood Policing. The importance of understanding the value of Neighbourhood Policing against the proposed strategy is recognised through the development of a series of measures presented within a balanced scorecard model.

The review recognises the contribution Neighbourhood Policing can make in respect of preventative activity relating to terrorism, serious and organised crime and cybercrime. The use of technology is considered to be a key enabler to measuring value and supporting targeted patrol, automated analysis and effective engagement. The paper concludes by
proposing the reconfiguration and reorientation of Neighbourhood Policing as a means of reducing the exposure of communities to harm and, by extension, reducing demand for police responses focused on managing crisis.

A Strategy for Neighbourhood Policing

In 2013 the NPIA stated “a clearer understanding is needed of the role and function of Neighbourhood Policing and what should be prioritised, given the reduction in resources”. During the review process practitioners reinforced this recommendation by articulating a desire for the establishment of a corporate strategy to focus, guide and support Neighbourhood Policing Team (NPT) activity.

Understanding the policing requirement is fundamental to the development of a strategy and the subsequent allocation of resource to manage it. The ability to describe the demand for policing services, and the degree to which different activities absorb resources, should inform prioritisation, early intervention, proactive problem solving and preventative activity focused on reducing vulnerability and protecting the public. The first recommendation therefore made by the review suggests the establishment of a vulnerable localities index to inform the development and delivery of a Neighbourhood Policing strategy.

Policing responses to austerity have been targeted on reducing the costs of supplying police services. By focusing attention on those who cause greatest harm to communities and areas that generate the most calls for service there is an opportunity to reduce reactive demand and increase police legitimacy. Neighbourhood Policing presents an opportunity to address demand management and behaviour change. A failure to manage demand will carry excess costs no matter how notionally efficient the organisation is from a “supply” perspective. The review proposes service provision should be designed to meet, and proactively reduce four categories of “manageable” demand:

- **Excess demand**: people asking for what they don’t need
- **Preventable demand**: the result of not noticing or not acting to prevent problems occurring.
- **Shunt demand**: a consequence of reduced provision in other areas of the public sector
- **Failure demand**: unnecessary demand caused by the failure of services.

Anxiety and harm in communities reflected in demand for policing can be addressed in the short term by changing expectations, in the medium term through increasing participation and in the long term by reducing need. This is achieved by addressing mismatched expectations through changes in process and communication, reducing over-supply, collaborative work to address threat and building community capacity to reduce need. The review therefore suggests NPTs can make communities safer by adopting a strategy comprised of four elements:

- **Visibility**: To reassure communities through a uniform police presence
- **Engagement**: To better understand the ‘grain’ of communities, their needs, assets, and resources
- **Problem-solving**: To work with other agencies to prevent and reduce demand and build policing capacity.
- **Building Resilience**: To mobilise social capital within communities.

Effective demand management will necessitate the scaling up of isolated, service based practice and embedding a further culture shift in respect to partnership work. The biggest potential gains will be found when public managers are able to look across a whole place
(neighbourhood or LPA) and understand the relationships between public services as a whole and the diverse needs and resources of the area. The default assumption should therefore be towards a fluid, outcome-focused collaboration between NPTs and local agencies. Enhanced partnership working is considered a key enabler for the delivery of the Neighbourhood Policing Strategy. However partner organisations, like policing, also face challenges.

Although police visibility is causally linked to increased confidence and reductions in crime and disorder, HMIC recognised in 2014 that “many forces do not have a comprehensive or reliable understanding of where their officers and staff are and how they spend their time.” The use of technology to inform deployment and demonstrate demand reduction offers the potential to evidence the value of proactive vehicle and foot patrol activity to communities, budget holders and other policing functions. The convergence of hotspot policing with geofencing and tracking technology could be further enhanced by the application of predictive policing techniques. The review recommends Thames Valley Police consider the use of technology to support hotspot patrol activity through the Contact Management Programme.

The approach undertaken by Thames Valley Police to general community engagement through Neighbourhood Action Groups (NAGs) offer examples of communities taking responsibility for identifying local problems and, with police support, working to address them. However attendance at Have Your Say meetings, and workshop feedback, indicated this engagement approach does not deliver value for money. The development of a more formal and publicised meeting model, enabled by social media to reach a wider audience, should be considered to enhance the effectiveness of local community meetings. TV Alert and other social media tools such as Twitter, COSAIN and Hootsuite were also identified by the review as offering significant general and targeted engagement opportunities yet to be exploited by NPTs.

Problem-solving and prevention are considered “core business” for NPTs by HMIC and the Home Office. However, workshops highlighted tensions between the demands of short term response activity and long term problem solving. Staff felt the level of crime investigations they were allocated and repeated abstractions to support patrol colleagues disrupted opportunities to problem solve. This finding is supported by Priority Based Budgeting (PBB) data which indicates that the average time spent by LPAs undertaking problem solving activity is 1.7%. The review also identified that, where it existed, some problem solving activity was self tasked. Pressures to increase efficiency, improve performance and reduce costs necessitate a strategic approach to the prioritisation of problem-solving and crime reduction activities. The review recommends requirements are captured on Niche, subject to measurable success criteria and prioritised using “HOT” principles:

- **Harm** – the ongoing harm to communities caused by the identified “problem”
- **Opportunity** – the demand reduction/suppression opportunities presented
- **Threat** – the potential to exploit vulnerability and cause future harm

The review identified two different approaches to developing community resilience. The first is to secure the commitment of volunteers to support formal policing through the Special Constabulary, Police Support Volunteers, Volunteer Police Cadets and Neighbourhood Watch. The second approach reverses the emphasis and is more about the police supporting citizens and communities as facilitators of social change by increasing the number of active citizens within communities. These approaches are complimentary and offer NPTs the potential to build community resilience. However, to harness the value of coproduction it is necessary to develop creative and effective approaches that build trust and capacity and reduce demand. The key tools to achieve these changes are developing stronger relationships between communities, individuals and partners as well as between
communities and individuals themselves, thereby changing behaviour, stimulating co-production and building capacity and resilience.\(^{10}\)

The development of a Neighbourhood Policing Strategy is intended to complement the organisational aim of working in partnership to make communities safer. The hypothesis that underpins the strategy can be summarised as:

Communities will be made safer by a Neighbourhood Policing approach enabled by partnership and focused on visibility, engagement, problem solving and building community resilience. Safer communities will reduce the demand for reactive policing services.

**Structures**

The review identified a series of barriers to the delivery of Neighbourhood Policing. Examples were identified of silo working practices which had the effect of generating failure demand for NPTs on some LPAs. Gaps in training provision relating to safeguarding and problem solving were highlighted by contributors, and the churn of PCSOs with less than two years service was raised as a challenge by some supervisors. The absence of analytical support to inform Neighbourhood Policing work in a number of areas of the force was also a source of frustration. However, the three most commonly cited issues related to “all crimes attendance”, shift patterns, and abstractions.

In 2014 HMIC expressed concern that the volume of crime investigations allocated to NPTs could negatively impact on their capacity to undertake engagement and problem solving work.\(^{11}\) Focus groups consistently emphasised the impact of “all crime attendance” and allocation policies and suggested Thames Valley Police considers a greater level of screening out offences falling below a proportionality and solvability criteria to reduce excess demand and increase the effective allocation of resources.\(^{12}\) A review of 718 offences attended by PCSOs on a single LPA between April 2014 and March 2015 highlighted that only one was recorded as a detected crime indicating the potential over-provision of service.

Interviews and focus groups identified a desire to review current shift patterns. Staff at all levels highlighted difficulties associated with members of the same team not working together. PCSOs and Constables commented on the lack of day to day support from peers and supervisors,\(^{13}\) supervisors stated they felt distant from their staff.\(^{14}\) Inspectors recognised the difficulties the shift pattern presented to their teams\(^{15}\) and LPA Commanders expressed concern that most junior staff were separated from their supervisors. This is important in view of the increasing responsibility for safeguarding and risk NPTs carry. The review therefore recommends current NPT working patterns are reviewed.

The review identified abstractions of NPT officers to the response function are common and incentivised by performance targets. Although the level and nature of abstraction from Neighbourhood Policing duties is not measured all focus groups highlighted planned and spontaneous requirements to service reactive demand as disincentivising engagement, visibility and problem-solving activities.\(^{16}\) Some LPA Commanders raised concerns regarding the ability to hold NPTs accountable to deliver against expectations when faced with an ongoing requirement to provide shift cover.\(^{17}\)

A dominant emphasis on responding to calls for service in preference to medium term engagement and problem solving undermines the ability of NPTs to realise their potential as the demands of today overpower the needs of tomorrow. The Neighbourhood Policing Strategy can only be delivered if sufficient NPT capacity is protected from response policing. The review therefore three principles to inform the evolution of the Local Policing Model:
Any model should exploit the grey areas between silos by encouraging the operational front line to think and act more horizontally.

A capability with a medium to long term orientation should not work in an environment where it can be tasked by functions focused on responding to immediate emergency demand.

Organisational form should follow function. The location of each capability in the structure should support the ability to make decisions within the domain and perform activities for which it is accountable without unnecessary encumbrance.

Operating Model Summary

Within LPAs there are three broad categories of activity: Patrol, Investigation and Neighbourhood Policing. The establishment of three basic functions for local policing reflects the approach adopted by other forces to realise efficiencies. The model is enabled by a “one team” ethos supported by joint briefings and shared workspace where possible. At the force level the introduction of a “demand management” process to resolve at the point of contact, filter and manage demand is considered critical. At the LPA level there are three basic units, a reduced patrol function, increased investigative function comprised of uniform officers, detectives and Police Staff Investigators and a reduced, but “ring fenced” Neighbourhood Policing function.

Unlike “crime fighting” the focus of Neighbourhood Policing is medium to long-term harm reduction rather than short-term intervention. Current management information, which primarily use hard measures such as response times, crime recording and detections, are the primary drivers of force activity and do not adequately capture Neighbourhood Policing.
activity. Consequently there is no real evaluation of the effectiveness of Neighbourhood Policing at the local level making it difficult to demonstrate its value to the wider organisation and contributing to perceptions of low productivity. Consequently there is no real evaluation of the effectiveness of Neighbourhood Policing at the local level making it difficult to demonstrate its value to the wider organisation and contributing to perceptions of low productivity.

The review suggests the establishment of management information relating to primary values such as democratic policing, procedural fairness and inclusion to complement well established processes for recording crime. The adoption of a “balanced scorecard” approach is proposed to reflect the Neighbourhood Policing Strategy and offers “strategic fit” with wider Prevent approaches and the HMIC PEEL inspection criteria. It is proposed this model is considered to help understand, drive and assess Neighbourhood Policing benefits and activity.

Summary and Prioritised Recommendations

The Neighbourhood Review seeks to retain, but refocus, the concept of Neighbourhood policing. It is underpinned by the assertion that policing is best delivered locally and that only by trying new approaches will policing break free of the trap of seeking to do more with less but in effect doing the same only worse. Austerity will continue. The approaches of the past; pumping in more money, driving up performance through complex, costly processes and reducing ‘supply’ side costs through increased efficiency will no longer be sufficient and will not deliver necessary savings and service standards. The ‘low hanging fruit’ has been picked. ‘Supply side’ cost management will only achieve finite savings. The Neighbourhood Strategy therefore focuses on addressing risk, harm and threat by promoting the principles...
of visibility, engagement, problem-solving and building community resilience and thereby reduce demand for "crisis" policing.

**High Priority Recommendations**

1: That a Vulnerable Localities Index is adopted to better understand demand for policing. The approach should be supported by a tool to identify vulnerability at the neighbourhood level by capturing individuals and locations that repeatedly come to the notice of police for a range of incident-types, crime and non-crime reasons.

2: That Neighbourhood Policing is recognised as “core business” and supported by a strategy, enabled by partnership, based on visibility, engagement, problem-solving and community resilience.

3: That hotspot mapping, geo-fencing, tracking technology and predictive policing informs the Contact Management Programme requirement to inform, evidence and enable value from focused patrol activity.

6: That NPTs utilise COSAIN and/or Hootsuite to support understanding of the effectiveness of community engagement, reassurance and the building of trust.

14: That TVP adopt a corporate approach to the prioritisation of NPT problem solving activity using “HOT” principles.

24: That a triage model is used to reconsider crime attendance and existing CRED functions to help manage “excess demand” by adopting criteria based on HOT principles, solvability and proportionality criteria.

25: That LPAs emphasise a “one team” ethos that seeks to address issues at the earliest opportunity to avoid “failure demand”.

26: That NPTs are supported in managing public expectations to ensure activity is focused against areas of highest need.

27: That, following the evaluation of the Metropolitan Police’s *Predictive Trial*, consideration is given to a Thames Valley Police pilot.

28: That NPT shift patterns are reviewed to identify optimal approaches for Local Policing Areas.

29: That consideration is given to the viability of the model and if appropriate baseline data is captured ahead of the initiation of any pilot to enable the “weighting” of different capabilities and to support evaluation.

32: That a balanced scorecard is used to understand the contribution and value of Neighbourhood Policing.

**Medium Priority Recommendations**

4: That Have Your Say meetings are better publicised, less frequent, more formal and utilise social media to ensure greater levels of community engagement.
8: That data from the Vulnerable Localities index (recommendation 1) is mapped against TV Alert coverage to inform a corporate approach to targeted engagement activity involving the Intelligence and Corporate Communications teams.

9: That a more corporate approach is taken to populating Neighbourhood webpages giving consideration to the use of a “you said – we did” format.

11: That consideration is given to the establishment of a senior leadership role at the county level to support partnership working, service delivery and management of operational risk.

15: That the links between Neighbourhood Policing Teams and Cadet schemes are formalised by NPT staff undertaking some Cadet Leader roles.

16: That the links between LPAs and Neighbourhood Watch are formalised and strengthened.

17: That Thames Valley Police develop a Citizens in Policing strategy to support a holistic and coordinated approach to volunteers.

19: That resources are allocated to Neighbourhood Policing functions based on the Vulnerable Localities Index (recommendation 1).

21: That consideration is given to the establishment of a continuous professional development process for PCSOs.

30: That if the Neighbourhood Policing Strategy is adopted the mandate and structure of Neighbourhood Policing and Partnerships should be modified to support delivery.

Low Priority Recommendations

12: That the use of CSAS is further encouraged to enhance partnership working, aid problem solving and build local capacity.

13: That the value offered by a web based information sharing application to partnership working is explored.

5: That NPTs develop Twitter accounts at “sector” level as a standard.

7: That consideration is given to the establishment of TVP Twitter accounts in other commonly spoken languages.

18: That consideration is given to piloting the collective efficacy approach in a challenging neighbourhood identified by the Vulnerable Localities Index (recommendation 1).

20: That current training and CPD products are reviewed following the establishment of a strategy for Neighbourhood Policing.

22: That PCSOs and police officers receive specialist NHP training.

23: That the schools officer role is reviewed to ensure a level of consistency in respect to resource allocation, programme delivery, investigatory responsibilities, tasking and training.
1. Introduction

Defining Neighbourhood Policing

Neighbourhood Policing emphasises a local approach to policing that is accessible to the public and responsive to the needs and priorities of communities. Evidence from the National Reassurance Policing Programme on public confidence, victimisation and anti-social behaviour (ASB) led to the introduction of Neighbourhood Policing to all neighbourhoods in England and Wales during 2005–08\textsuperscript{19}. In 2006 the National Police Improvement Agency (NPIA) defined Neighbourhood Policing as providing:

- **Access** – to local policing services through a named point of contact;
- **Influence** – over policing priorities in their neighbourhood;
- **Interventions** – joint action with partners & the public; and
- **Answers** – sustainable solutions & feedback on what is being done\textsuperscript{20}.

The key elements of Neighbourhood Policing have been described as:

- **Public engagement** - communities have a voice that shapes police priorities and practices where appropriate
- **Collaborative and proactive** - Neighbourhood Policing represents a complementary approach to reactive policing informed by community engagement and partnership working
- **Targeted foot patrol** - officers are deployed to provide visibility and reassurance in response to identified concerns\textsuperscript{21}

Neighbourhood Policing provides communities with a visible presence. Delivered fairly and effectively, Neighbourhood Policing builds public confidence, encourages compliance with the law and secures police legitimacy\textsuperscript{22}. Public confidence and perceptions of legitimacy are vital to effective, efficient and fair policing. Citizens who trust and accept the authority of the police are more likely to obey the law\textsuperscript{23}. Intelligence gathering, crime prevention and crime investigation all depend on public confidence and trust. A community whose residents mistrust the police can create a climate of impunity for serious offenders, increasing the vulnerability of those living amongst them.

Good Neighbourhood Policing can enhance trust and legitimacy and increase citizen satisfaction\textsuperscript{24}. Research consistently shows the fairness, respect and dignity with which people are treated by the police, and the degree to which people feel their views are considered prior to police decision-making, have considerable influence on whether people see the police as exercising legitimate authority\textsuperscript{25}. For Neighbourhood Policing, this is particularly about improving the quality of everyday contact and ensuring it meets public expectations of fair and legitimate behaviour\textsuperscript{26}.

Getting Neighbourhood Policing right assists all areas of policing. The Home Office *Safe and Confident Neighbourhood Strategy* (2010) views Neighbourhood Policing teams as an intrinsic element across all policing services: the engagement work assists other parts of the police to do their jobs effectively supporting national responses to Terrorism, Serious and Organised Crime and Cybercrime\textsuperscript{27}. Good Neighbourhood Policing teams are able to identify suspects, aware of vulnerable people in their community and relay community concerns and intelligence to other sections of the force and partner organisations.
Neighbourhood Review

Financial austerity is likely to be part of the structuring context for policing in England and Wales for the foreseeable future. This effectively rules out the option of spending our way to improved service or performance. Police forces are going to have to prioritise demand and focus their resources more effectively.\(^28\)

In 2013 the NPIA suggested “a clearer understanding is needed of the role and function of Neighbourhood Policing and what should be prioritised, given the reduction in resources\(^29\)”. Workshops held with Neighbourhood Policing Practitioners during 2014 reinforced the NPIA recommendation by establishing a desire at all levels for the establishment of a “mission” to help focus and support Neighbourhood Policing Team (NPT) activity\(^30\). In recognition of this issue Action 2.6 of the force’s Delivery Plan for 2014-2015, was to Review the approach to Neighbourhood Policing in light of best practice nationally and emerging evidence from the College of Policing. This document summarises the review activity undertaken and delivers against the agreed aim:

To contribute to the development of safer neighbourhoods across Thames Valley by reviewing the Neighbourhood Policing model.

This review seeks to ensure Thames Valley Police is well placed to absorb future savings requirements and improve responsiveness to communities in line with the organisation’s aim: Working in partnership to make our community safer and the three force values:

- Take pride in delivering a high quality service and keeping our promises
- Engage, listen and respond
- Learn from experience and always seek to improve

The review recognises the need to maintain core policing capabilities and ensure resources are supported by appropriate governance structures\(^31\). It considers Neighbourhood Policing as a core policing capability and proposes recommendations in support of the Thames Valley Police priorities:

- Cut crimes that are of most concern to the community
- Increase the visible presence of the police
- Protect our communities from the most serious harm
- Improve communication and use of technology to build community confidence and cut crime
- Increase the professionalism and capability of our people
- Reduce costs and protect the front line\(^32\)
- Maintain our core policing capability and good governance of resources\(^33\).

The objectives of the review are to:

- Focus activity on problem solving and repeats to reduce demand and manage risk
- Maximise opportunities to reduce bureaucracy and improve efficiency
- Ensure that effective and targeted community engagement includes under represented and vulnerable groups
- Streamline consultation processes, using technology to assist where possible
- Develop skills of NHP teams to maximise their contribution to deliver against force priorities
- Ensure that NHP are well briefed by means of tasking and patrol planning

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Build capacity within and across neighbourhoods
Ensure appropriate partnership working and voluntary sector engagement

Methodology and Structure

The Neighbourhood Review draws on a literature review commissioned from the Police Foundation to ensure its findings and recommendations are grounded in the best available evidence. It utilises discussions with the College of Policing and analysis of Neighbourhood Policing activity in other forces and draws on data from quarterly Local Policing Area (LPA) inspections undertaken by NP&P staff in 2014-15. Finally workshops, meetings and interviews were held with Thames Valley Police Neighbourhood Policing staff during the summer and autumn of 2014. The workshops and interviews sought the perspectives of Neighbourhood Policing practitioners drawn from the following groups:

- PCSOs
- Neighbourhood Officers
- Sergeants and Inspectors
- ASB Officers
- Schools Officers
- LPA Commanders

The review recognises Neighbourhood Policing operates within a broader environment. The document therefore begins with an overview of the inter-relationship between policing, changes in public services and the wider political and social context in which changes are taking place. Consideration of how these factors impact on policing is used to help inform the likely requirements for, and constraints upon the future of Neighbourhood Policing.

The following section uses the identified requirements and draws on material generated by the review to formulate a Neighbourhood Policing strategy. The proposed model focuses on visibility, engagement, problem-solving and community resilience to manage demand, build capacity and foster trust through the development of stronger relationships with communities, co-production and behaviour change. The final section of the document considers the structures and processes required to realise the strategy. It recognises “supply side” efficiencies are required to protect capacity for Neighbourhood Teams to work in partnership to deliver the strategy and manage demand. The review is brought to a close by a brief conclusion and summary of recommendations.

The review has taken into account the responses of other forces to austerity and changing demand. Examples are offered of work elsewhere as a catalyst for potential responses within Thames Valley. When exploring options for driving efficiencies, there is a need to take a rounded view of the impact on service delivery and make decisions based on a full understanding of the consequences, which will vary across forces.

Throughout this review it is recognised that Neighbourhood Policing occurs within the context of a complex and evolving organisational system. Many recommendations impact on other areas of activity which are subject to a range of competing priorities and challenges. In some cases there are parallel reviews ongoing. An objective of this report is to present a series of proposals that may contribute to the Priority Based Budgeting process and support synergies with the Contact Management Programme and Effective Patrol Strategy.
2. Context

2.1 NHP Development

ACPO have identified Neighbourhood Policing and the Peelian Principles as “the heart and soul of the British model” and in 2014 HMIC described it as “the cornerstone of British Policing”. Neighbourhood Policing is the aspect of policing most people relate to and the visibility of local officers has been linked to public confidence and legitimacy. The long standing philosophy of British policing is summarised by Robert Peel’s nine Principles of Policing issued to every new police officer from 1829:

1. The basic mission for which the police exist is to prevent crime and disorder.
2. The ability of the police to perform their duties is dependent upon public approval of police actions.
3. Police must secure the willing co-operation of the public in voluntary observance of the law to be able to secure and maintain the respect of the public.
4. The degree of co-operation of the public that can be secured diminishes proportionately to the necessity of the use of physical force.
5. Police seek and preserve public favour not by catering to public opinion but by constantly demonstrating absolute impartial service to the law.
6. Police use physical force to the extent necessary to secure observance of the law or to restore order only when the exercise of persuasion, advice and warning is found to be insufficient.
7. Police, at all times, should maintain a relationship with the public that gives reality to the historic tradition that the police are the public and the public are the police; the police being only members of the public who are paid to give full-time attention to duties which are incumbent on every citizen in the interests of community welfare and existence.
8. Police should always direct their action strictly towards their functions and never appear to usurp the powers of the judiciary.
9. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

The Peelian principles present a unique approach to policing that derive “not from fear but almost exclusively from public co-operation with the police, induced by them designedly by behaviour which secures and maintains for them the approval, respect and affection of the public.” Neighbourhood Policing offers a vehicle to support the realisation of the Peelian Principles and maintain the common consent of the public.

Although the UK has a long tradition of ‘consensus’ policing as encapsulated by the Peelian Principles, the concept of Neighbourhood Policing evolved from the Community Policing concept which emerged in late 1970s, which focused on police-community relations, legitimacy and community capacity building. John Alderson, a former Chief Constable, argued strongly that policing should evolve from being traditional and ‘authoritarian’ to one which aspires to the greater involvement of the community.

In England and Wales the implementation of Community Policing was undermined by a competing emphasis on reactive vehicle patrol. Consequently community policing became a ‘bolt-on’ to response policing and marginalised within the occupational culture. However, the principles underpinning community policing were widely adopted in the United States.
The Chicago Alternative Policing Strategy (CAPS) has become a body of international research on the effectiveness of community policing which has influenced the development of Neighbourhood Policing in the UK. CAPS is based on the premise that to reduce local crime concerns the police need to work with partners to address issues identified by community members. It bridges the gap between police understandings of problems (and a tendency to redefine them as non-crime-related) and the understandings of local citizens.

In the United Kingdom, the development of Neighbourhood Policing can be traced back, in part, to the CAPS programme, but also to domestic events, particularly the Scarman Report, following the 1980 Brixton disorders. The report exposed shortcomings in police-community relations, identifying police failure in responding to and communicating with the community. Policing was described as “police-oriented” rather than “community-oriented” and the report identified a requirement for policing to shift towards a ‘service’ ethos. Community policing has since become increasingly prominent in England and Wales, first in the form of reassurance policing and subsequently as Neighbourhood Policing.

Reassurance Policing, intended to bridge the ‘reassurance gap’ between falling crime and the public’s perception of crime as still rising, was trialled in the early 2000s by Surrey Police and underpinned by the concept of “signal crime”. The Signal Crimes Perspective contended that fear of crime and people’s risk perceptions were linked to certain crimes, deviant behaviours or the residual signs of these activities. The Signal Crimes approach emphasises the need for police to understand local problems and prioritise issues with the highest signal values to improve local security. The National Reassurance Policing Programme (NRPP) developed from the Surrey pilot and was implemented across 16 wards from January 2004 and focused on three delivery mechanisms:

- Engagement with communities to identify local concerns and priorities;
- Targeting police resources at tackling these concerns; and thereby
- Create a visible and accessible police presence.

Evaluation of the NRPP found that by combining foot patrol, community engagement and problem solving it met its aims, at least in the short term. The three year National Neighbourhood Policing Programme, focusing on visibility, problem solving and community engagement, was subsequently implemented to deliver the model across 43 pathfinder BCUs during 2005/06.

In 2008 HMIC found all forces had achieved the basic standard of making Neighbourhood Policing a core part of policing work. However, The Independent Review of Policing (2008) recognised forces would need to overcome ‘cultural hurdles’ and adopt a more flexible approach to performance measurement to take account of the breadth of activity and outcomes delivered by Neighbourhood Policing teams. The review proposed clear lines of partnership accountability and continuity in postings to maximise victim satisfaction and public confidence. But at the core of Flanagan’s recommendations was a citizen-focused approach to policing.

Citizen Focused Policing is defined as: “a way of working in which an in-depth understanding of the needs and expectations of individuals and communities is routinely reflected in decision-making, service delivery and practice”. The concept, which places the citizen at the heart of policing, is based on six principles: attentiveness, reliability, responsiveness, competence, manners and fairness.

The greatest impact on Neighbourhood Policing since the role out of the NPP in 2005 has been the contraction of the policing budget. Following a long period of increasing numbers of officers, the number of (full time equivalent) officers has fallen by 11% since 2010, amounting to approximately 16,000 officers (figure 1).
2.2 Effectiveness

There is a considerable body of research relating to the effectiveness of Neighbourhood Policing. Studies vary regarding the impact of Neighbourhood Policing on levels of public satisfaction from modest improvements\(^63\) to significant gains\(^64\). Some studies support the contention that a visible police presence rather than resident-police interaction drives satisfaction with the police and confidence in officer effectiveness\(^65\). However, academic research\(^66\), The College of Policing and HMIC recognise Neighbourhood Policing, involving targeted foot\(^67\) patrol, community engagement and problem solving, can improve public confidence\(^68\) and reduce crime\(^69\).

A 2014 systematic review of the effectiveness of community policing found interventions are most successful in terms of their impact on non-crime control outcomes, particularly improving citizen's satisfaction with the police\(^70\). Satisfaction was measured in 23 of the 65 projects, and community policing approaches showed an improvement in 78\% of cases. Community policing also improved police legitimacy in six out of the ten studies and was shown to reduce perceptions of social and physical disorder in neighbourhoods.

The National Reassurance Policing Programme (NRPP) evaluation found it “delivered positive changes in key outcome indicators, such as crime, perceptions of anti-social behaviour, feelings of safety after dark and public confidence in the police”\(^71\). It also increased public awareness of police foot patrol and, through community engagement, improved public confidence. There was a 15\% increase in the proportion of people who felt the police were doing an excellent or good job (compared to a 3\% increase in control sites) but little discernible increase in collective efficacy was identified\(^72\). These findings supported the subsequent national roll-out of Neighbourhood Policing.

Evaluation of the Neighbourhood Policing Programme (NPP) from April 2005 onwards found encouraging signs of efficacy during the second year as well as positive impacts on key BCU...
outcome measures although neither was found to be statistically significant. The absence of effective engagement was evident in most sites but no positive changes were found at the Force level. These weak overall findings have been attributed to implementation failure with delivery found to be neither sufficiently comprehensive nor consistent.

The experience of Neighbourhood Policing in New York demonstrates a capacity to reduce fear of crime and disorder by attending to quality of life issues through the establishment of a visible 'reassuring' presence. While knowledge of the police's local activity is associated with a lower fear of crime, often the majority of residents do not know enough about the implementation of Neighbourhood Policing to benefit from this reassurance.

Research suggests the implementation of a range of strategies to encourage community participation in Neighbourhood Policing is more effective than relying on a single method such as public meetings. Although programmes have been found to have achieved positive results in relation to public confidence in the police, feelings of safety, problem solving, and police visibility, they have tended to have little effect on the mobilisation of social capacity. Neighbourhood Policing studies have identified beneficial effects on police attitudes. In the right context, confidence in and support for Neighbourhood Policing can be high among community officers but are less supported by other officers who retain a preference for motorised patrols and response-oriented methods.

Studies therefore indicate Neighbourhood Policing can enhance trust and legitimacy and increase citizen satisfaction although there is limited evidence demonstrating crime prevention outcomes. Nevertheless, the drivers behind community policing are not constrained to crime fighting and include addressing the fear of crime, responding to general community problems, generating positive relationships with local residents and increasing public satisfaction, trust and legitimacy. Importantly, increased satisfaction and perceptions of police legitimacy may reduce an impact on crime as higher trust in the police is likely to increase the willingness to report crime and mask falls in recorded crime. Increased trust derived from Neighbourhood Policing may result in the reporting of crimes requiring high confidence levels that would otherwise have remained unreported. Rises in hate crime, domestic violence, CSE, human slavery, FGM and sexual offences therefore may indicate the effectiveness of a more community focused policing approach.

2.3 Policing Futures

Organisational strategy must match resources to requirements arising from an evolving policing landscape. To establish an appropriate strategic approach there is a need to understand, map and communicate the dynamics of the macro-environment. A common view of the key issues is necessary to ensure organisational alignment and appropriate resource allocation. An assessment of Political, Economic, Social and Technical (PEST) issues facing policing will assist the formulation of recommendations within this review.

2.3.1 Political

The outcome of the 2015 election, with the two main parties supporting quite different policy proposals, will influence the future of policing. It is likely a newly elected Conservative led government will continue to pursue police budget cuts, increased local accountability through PCCs, greater levels of cross force collaboration and the further integration of emergency service provision.

If the Labour party forms the next government, it will be committed to some form of local policing. Two months before the Coalition government came to power in May 2010, the
previous government published its last national Neighbourhood Policing strategy, which pledged ring-fenced funding for Neighbourhood Policing despite the recession stating: “We know that Neighbourhood Policing works and we are determined to protect the improvements to public services which matter most to the public.” It would however replace Police and Crime Commissioners (PCCs) with nominated boards from constituent councils. A renewed emphasis on partnerships, moves towards coterminous police and local authority boundaries and the re-introduction of central targets could also be reasonably anticipated.

Labour has committed to retain the coalition’s spending plans but have indicated some room for manoeuvre in respect of the deficit elimination deadline. A new Labour government have also stated a commitment to voluntary police force mergers with any savings reinvested in Neighbourhood Policing. But whatever the outcome in May 2015, senior police leaders will be required to ensure their organisations are locally responsive to communities and their elected representatives as well as being able to achieve further economies of scale, including through greater collaboration with neighbouring forces.

2.3.2 Economic

Between 2010/11 and 2014/15, net police funding has reduced by £2bn to £11bn. In the autumn of 2014 it was forecast that a continuation of the current level of spending cuts would result in an average annual reduction in policing budgets of between 3.7-5% up to 2019-20. Ring-fenced funding for Neighbourhood Policing has been lifted and in 2014 HMIC warned Neighbourhood Policing was the area of policing most at risk in terms of cuts and raised concerns over the numbers of PCSOs, for whom the planned reduction between March 2010 and March 2015 was 22%.

Senior members of the Police Service, such as Sir Bernard Hogan-Howe, Commissioner of the MPS and Lord John Stevens, chair of the Independent Police Commission have been critical of the impact that budget cuts could have on Neighbourhood Policing. The Stevens Commission stated: “Neighbourhood Policing needs to be sustained as the key building block for strengthening the relationship between the police and public.” The Independent Police Commission recommended a guaranteed minimum level of Neighbourhood Policing, protected through legislation that includes a set of national minimum standards. But the prospects for this, even with a change of government in May 2015, are poor. The Institute for Fiscal Studies (IFS) anticipates that, with NHS and education spending protected in the current round of spending cuts, reductions over the next few years are likely to focus on areas of unprotected spending, of which the police service is one. With a further 5% reduction in police funding announced for 2015-16, the numbers will fall further and police spending is unlikely to return to pre-2010 levels for at least a generation.

Forces will continue to face demands to maintain officer numbers while delivering high quality services, including Neighbourhood Policing, while budgets continue to fall. The future economic forecast for policing, and particularly Neighbourhood Policing, is therefore challenging. Medium term planning assumptions for Thames Valley Police should assume a reduced establishment necessitating the ability to realise economies through collaboration, the proactive management of demand and the prioritisation of reactive resource deployment.

2.3.3 Social

While budgets are being cut, new patterns of crime are emerging. The College of Policing has identified a shift from traditional forms of high volume crimes (burglary, vehicle theft and shoplifting) to complex, high harm crimes (domestic abuse, child sex exploitation, human trafficking/modern slavery and cyber-enabled crime). According to the College:
...there are new contexts in which crimes are committed that are increasingly coming to the attention of the police...and many are associated with vulnerability, public protection and safeguarding.

The Office of National Statistics estimated that in 2014 there were 3.7m fraud offences, many of which were cyber-enabled, and that if bank and credit card frauds were included in the annual rate of victimisation reported by the Crime Survey for England and Wales, the number of criminal offences would increase by 25%. Such crimes are often harder to detect, cost more to investigate and present a set of challenges requiring new responses and, in some cases, new skills and resources.

‘Emerging’ crimes are being driven by wider socio-economic, demographic and technological changes. These include the globalisation of goods and services, new forms of communication, the increase in personal mobility and migration, growing income inequality and the fragmentation of families and communities which have created new threats, risks and criminal opportunities. The threat is often neither geographically based nor responsive to conventional policing tactics. It no longer makes sense to try to tackle crime without knowing the extent to which it crosses local, regional and national boundaries.

Policing demand has traditionally been understood in terms of recorded crime and calls for service. Falls in recorded crime (21% since 2008/9) and calls for service 23% (since 2006/7) have rationalised cuts to policing budgets. However, the nature of recorded crime has shifted from acquisitive crime to offending associated with vulnerability necessitating an emphasis on public protection and safeguarding. Increases in sexual offences, organised crime and Child Sexual Exploitation are typically complex and necessitate higher levels of resources to investigate.

Although recorded crime has fallen, non crime incidents have increased and represent 83% of all command and control calls. In some areas non-crime “fear for welfare” demand represents the largest category of reported incidents exceeding crime and anti-social behaviour calls for service. Mental health related incidents are estimated as absorbing between 15-20% of police time and increased suicide rates necessitate greater levels of police involvement. Reports of missing persons also generate a significant requirement for resources with each investigation taking approximately 18 hours of police time and costs approximately £2,000. Based on Thames Valley Police data this equates to 246,888 officer hrs, 128 FTE per year at £27m p.a.

Increased policing demand has been created by an expansion of statutory safeguarding responsibilities. College of Policing analysis indicates increased demand arising from Child Protection work with the number of children subject to a Child Protection Plan, referral volumes and case conferences increasing significantly. Similarly, Ministry of Justice data demonstrates the number of MAPPA offenders managed by police officers has increased by a third since 2009.

To achieve efficiencies and improve its effectiveness, policing will need to demonstrate an ability to optimise the use of resources in relation to a clearly defined purpose. The policing purpose can be summarised as keeping the public safe. This is ideally achieved by preventing harm by the proactive identification of a threat and its subsequent management or meeting demand to address an incident that is occurring, or has occurred.

There is a requirement for a better understanding of policing demand and the degree to which activities not limited to recorded crime absorb resources. This information should inform early intervention, proactive problem solving and preventative activity focused on reducing vulnerability and protecting the public. The ability to articulate inputs, outputs and
outcomes to demonstrate the broad social value of policing activity is essential to addressing the challenges arising from social change. Thames Valley Police should therefore consider methods of recognising and quantifying “non-crime” demand, the prioritisation of appropriate proactive and reactive responses and enabling organisational structures. The ability to describe causal links between activity and the avoidance of harm that would otherwise be presented as reactive demand is key to informing the allocation of resources.

2.3.4 Technological

Cybercrime presents a new area of demand for policing, requiring the development of new preventative and investigative skillsets and capacity. Cybercrime includes traditional offences facilitated by the internet (drug dealing), new offences such as denial of service attacks and existing crimes that can be committed on an industrial scale using web technology (indecent child images). In 2012 five police forces alone seized 26 million indecent child images and 2,312 people were arrested for such offences. CEOP also estimate there are 50,000 indecent child images on Peer2Peer networks. The Government’s accepted measure on the annual cost of e-crime to the UK economy is produced by the Cabinet Office and is considered to be £27bn.

The Home Affairs Select Committee have expressed concerns at the police capability to address e-crime and recommended “more police officers are trained in digital crime detection and equipped with digital forensic skills. These should become standard skills for officers undertaking relevant investigations.” The Committee also proposed e-crime investigative skills should be mainstreamed throughout police forces to improve capacity.

As well as a source of new demand technology presents efficiency opportunities to policing. Technology should ensure police officers, and partners, have better access to information, improve the ways in which the public can obtain police services and increase police accountability and public confidence. Mobile devices allow officers to record data and access GPS enabled information while on patrol helping to identify risks and hotspots whilst reducing the requirement for back office tasks and increasing visibility. Systems convergence offers the greater interoperation and data sharing across different systems, with other forces and partner organisations. Wireless and sensor networks can be used to send large volumes of data and support surveillance activity and social media supports new ways of engaging with the public. The vast quantity of information available can be a vital tool in predicting, preventing and responding to crime. However, the challenge lies in capturing, identifying and systematically storing the data so it can be effectively transformed into real time intelligence.

There are difficulties associated with the use of technology as an enabler for policing relating to obsolescence, data storage and competition with other spending priorities. The National Audit Office found forces procured technology independently resulting in lost opportunities to make savings through a more collaborative approach. In 2014 the Public Accounts Committee noted the unsatisfactory state of police technology highlighting over 2,000 independent IT systems and HMIC has emphasised the need to minimise the complexity and lack of interoperability of police technology. Furthermore, ethical issues arise from the use of information derived as part of biometric recognition, analysis and intelligence. Advances in technical surveillance have not been matched by a leap in privacy protection and the absence of public trust in new technologies may compromise consent.

Technology offers policing significant opportunities to achieve smarter ways of working and deliver efficiencies. However, the police IT landscape is complex and presents risks relating to procurement, cost and interoperability. A focus on the identification of established low-cost technologies (social-media, GPS and video/telephone conferencing), use of existing data
sources, continued alignment with Hampshire Constabulary and the Home Office National Law Enforcement IT Steering Group should offer benefits to Thames Valley Police.

2.3.5 Impact on Neighbourhood Policing

The wider policing environment remains challenging and uncertain. The service will experience further substantial organisational change, much of which is likely to be driven externally by demands for savings. Although there are differences between the main parties there is a consistent focus on democratic localism which will continue to place Neighbourhood Policing centre stage. New technological and social demands will also affect the shape of policing, including a need to engage with increasingly transient and diverse communities that are often more connected through social media than geography. The police will also need to meet increasing public expectations for security and the demand for a visible presence at a time when resources are declining. If these challenges are not managed appropriately public confidence in policing will be undermined.

There is a risk that, rather than spending time and resources tackling new challenges, the service will retreat to reactive, response-oriented policing, with resources deployed to respond to immediate needs rather than to strategic, longer term requirements. Community engagement, Neighbourhood Policing, partnership working and problem-solving may all be compromised as agencies withdraw towards core priorities. The tragic deaths of Fiona Pilkington, Francecca Hardwick and Daniel Pelka illustrate the risk of relying on a response focused policing model whereby repeated police attendance proved ineffective.

To avoid a shift from Neighbourhood Policing some forces have restructured the organisation to align resources against risk assessed and prioritised requirements. This has involved the development of target operating models that consider the interactions of different policing functions to deliver efficiencies and avoid reductionist silos. The application of whole systems thinking to meet some of the challenges faced by policing offers the opportunity to retain key functions and enhance organisational agility by redesigning the way response, Neighbourhood Policing and local investigation is carried out, centralising operational and business support functions.

The College of Policing and HMIC have expressed concern that the contraction of Neighbourhood Policing will limit the ability of policing to understand local drivers relating to repeat offending and victimisation. If this occurs, the police ability to undertake problem solving activities, often in partnership, to protect the public and further reduce crime will be constrained. There is therefore a need to avert a slide towards managed decline by redefining the Neighbourhood Policing role, its relationship with communities and other police activities. Thus where appropriate, this review makes recommendations that relate to other Thames Valley Police departments and functions.
3. Strategy

3.1 Understanding Demand

Within policing the allocation of uniformed police officers is typically decided using a Resource Allocation Formula to assess the number of officers needed to meet calls for service thereby failing to fully capture the full range of requirements placed on policing. In Core Business: an inspection into crime prevention, police attendance and the use of police time (2014) HMIC recommended forces understand demand to design their service and allocate resources effectively. A year earlier, HMIC suggested improvements to the systems for matching supply to demand were overdue.

Describing policing demand across neighbourhoods is a first step towards developing and articulating a strategy to manage it. The mapping of demand presents an opportunity to understand the Neighbourhood Policing challenge and prioritise the distribution of resources against need in a rational and transparent manner that can be shared with communities, stakeholders and partners.

Some forces undertake this activity in partnership with local authorities (Derbyshire and West Midlands) whereas others have used the Vulnerable Localities Index (VLI) methodology developed by the Jill Dando Institute (Hampshire and Cleveland). Most forces that have adopted this approach have modified the concept to suit their requirements and priorities (Cumbria, Wiltshire Warwickshire, West Mercia, Hertfordshire, Lancashire, Merseyside, Cheshire, North Wales, Staffordshire, Leicestershire, Dorset and Durham).

In 2009 Thames Valley Neighbourhoods were classified as “Priority”, “Enhanced” or “Capable” and resourced using a matrix drawing on crime, demand and vulnerability data. However, in 2012 the force merged 263 neighbourhoods into 108 without reapplying the classification criteria. The review therefore identified a lack of current understanding of demand in Thames Valley Police’s 108 neighbourhoods. Resources are not allocated against relative need and an impression is presented across the organisation of Neighbourhood Policing being a “nice to have” in contrast to the “must have” patrol role.

Oxford Consultants for Social Inclusion (OCSI) have identified 8 Socio–Economic Factors for Vulnerability which offers a potential framework to support the development of a Vulnerable Localities Index for Thames Valley. The methodology is likely to be enhanced by socio-economic “big data” to complement existing police information. The convergence of mobile digital policing technology and a Vulnerable Localities Index presents opportunities to offer officers a GPS enabled understanding of the vulnerability information in their immediate location as well as an understanding of ongoing related activity.

Recommendation 1: That a Vulnerable Localities Index is adopted to better understand demand for policing. The approach should be supported by a tool to identify vulnerability at the neighbourhood level by capturing individuals and locations that repeatedly come to the notice of police for a range of incident-types, crime and non-crime reasons.

3.2 Approach

Neighbourhood Policing teams need to do more to manage high risk offenders and support vulnerable people in line with a force strategy based on threat,
harm, risk and vulnerability, using Information Technology as appropriate (NPIA 2013)\textsuperscript{123}

The allocation of finite resources against demand should reflect a clear strategy to prioritise policing activity. However, there continues to be an “absence of clarity around a single mission for policing”\textsuperscript{24}.” Messages which reinforce the police as crime-fighters, particularly during times of austerity, do little to support the role of Neighbourhood Policing teams, which were not just introduced to reduce crime\textsuperscript{125}. Neighbourhood Policing aims are broader and more fundamental, encompassing community engagement, fear reduction and tackling low level disorder and antisocial behaviour, all of which are held to be core areas of policing\textsuperscript{126}.

The combination of budget cuts and political demands to fight crime places the police service in a difficult position. The main challenge is to pull back from certain functions without losing public confidence\textsuperscript{127}. An Ipsos Mori poll of the public’s expectations of policing undertaken in 2012 found communities wanted:

- Local police officers who they know by name
- A visible police presence on streets
- The chance to tell police about issues that affect them
- Information about their local area which is focused on actions rather than meaningless statistics or spin\textsuperscript{128}

Public consultation presented in Engaging Communities in Fighting Crime identified ten priorities for policing:

- A service that takes action – responsive, approachable, coming out quickly when called to incidents, acting on, following up and feeding back on progress to members of the public when they report crime and antisocial behaviour.
- A visible, uniformed police presence, with fewer constables and PCSOs taken off patrols to perform ‘administrative’ tasks, and are there when needed, not just a nine-to-five service.
- PCSOs that are clearly distinguishable as part of the police service, with uniforms, equipment and powers that match their role in patrolling communities, supporting local police and tackling anti-social behaviour.
- Named contacts and clear information about who is responsible for what locally, and how to contact them in both emergency and non-emergency situations.
- Face-to-face access at a police station, a surgery or a street meeting.
- Continuity in the local policing team, with officers and PCSOs serving a minimum of two years in the neighbourhood so that they get to know areas and communities well and gain communities' respect and trust.
- A better service for victims of crime, especially repeat victims, returning regularly to check they are alright and to help minimise further victimisation.
- Sensitivity over reporting crime and giving evidence, protecting anonymity.
- Good engagement with the community to identify their priorities for action and to give feedback on action and outcomes on cases of greatest community concern.
- Clear leadership from the police on crime – with the backing of other organisations like the local council, prosecutors, the courts and probation services\textsuperscript{129}.

Neighbourhood Policing has an important role to play in delivering many of these priorities, from visibility and accessibility to effective engagement with communities and tackling anti-social behaviour. NPTs are well-placed to identify problems, most of which are directly
related to crime, at an early stage, such as poor parenting, substance misuse or mental ill-health. Neighbourhood Policing is, as the Steven’s Commission claims, core business:

Neighbourhood Policing is not simply a desirable option that can be shaved in order to affect cost savings. Rather, it is the key building block of effective and legitimate policing and vital in responding to public expectations and building and sustaining confidence. This in turn is likely to improve and increase the public’s engagement with the police in terms of giving them information and being willing to act as witnesses, essential ingredients if the police are to do more with less.

Much of the policing response to austerity has been targeted on reducing supply costs. By focusing policing attention on those who cause greatest harm to communities and the areas that generate the most calls for service there is an opportunity to reduce reactive demand and increase police legitimacy. A failure to manage demand by Forces will carry excess costs no matter how notionally efficient they are from a “supply” perspective.

Workshops with NPT staff highlighted an inconsistent approach to the delivery of Neighbourhood Policing across Local Policing Areas (LPAs). Some participants described a sense of confusion in respect of their role and all stated they were regularly drawn away from NPT activity to service reactive demand. The forums indicated a need for a clearer understanding of what is expected of the neighbourhood role and its priorities to ensure consistency and value for money.

There are four categories of manageable demand within policing:

- **Excess demand**: people asking for what they don’t need
- **Preventable demand**: the result of not noticing or not acting to prevent problems occurring.
- **Shunt demand**: a consequence of reduced provision in other areas of the public sector
- **Failure demand**: unnecessary demand caused by the failure of services.

The sources of anxiety and harm in communities reflected in public demand for policing can be addressed in the short term by changing expectations, in the medium term through increasing participation and in the long term by reducing need. This is achieved by addressing mismatched expectations through changes in process and communication, ensuring over-supply is reduced, working collaboratively to address sources of anxiety and harm and building community capacity to take on more responsibility and reduce need. NPTs can make communities safer by adopting a strategy comprised of four elements:

- **Visibility**: To reassure communities through a uniform police presence
- **Engagement**: To better understand the ‘grain’ of communities, their needs, assets, and resources
- **Problem-solving**: To work collaboratively and preventatively to reduce demand and build capacity.
- **Building Resilience**: To mobilise social capital within communities.

**Recommendation 2**: That Neighbourhood Policing is recognised as “core business” and supported by a strategy, enabled by partnership, based on Visibility, Engagement, Problem-Solving, and Building Resilience.

**3.3 Visibility**
Many forces do not have a comprehensive or reliable understanding of where their officers and staff are and how they spend their time. For example, only a small number of forces, such as South Wales, have technology which tracks officers and PCSOs to provide information about where they are patrolling and the proportions of time they spend out of the station (HMIC 2014). There is strong evidence police visibility is linked positively to confidence and trust in the police. In HMIC’s 2013 public survey, when asked which forms of communication would make them feel safer in their local area, half of respondents identified face to face interaction with a police officer or PCSO on patrol. However, in the same paper it was reported that the proportion of police and PCSOs in visible functions has decreased from 61% in the year to March 2012 to 59% in the year to March 2013.

The Crime Survey of England and Wales (CSEW) found the proportion of adults who reported seeing a police officer on foot patrol in their local area at least once a week recorded a decrease of four percentage points from 38% in the 2011/12 CSEW to 34% in 2012/13. The survey also found high visibility was associated with positive ratings of the police. 69% of adults who reported seeing officers on foot patrol at least once a week gave the police an excellent or good rating. This compared with just over half (53%) of adults who reported never seeing the police on patrol believing the police are doing an excellent or good job. Police visibility therefore strengthens police-community relations.

Hotspots and Predictive Policing

Although generic visibility offers benefits relating to public confidence, targeted visible patrol has also been shown to make a positive contribution to crime prevention. Crime and disorder is not evenly spread across areas and policing should be concentrated in the areas of greatest demand. Studies demonstrate crime clusters are highly localised in ‘hotspots’. For example, a Minneapolis study found half of all public calls for service originated from less than 3.5% of addresses. Hotspot policing seeks to identify locations where crime and disorder are concentrated and takes enforcement action in those areas as a deterrent.

Regular police presence at hotspots can have a lasting effect on crime and disorder. A visible police presence at a hotspot for between 11 and 15 minutes has been shown to reduce the probability of disorder occurring in the next 30 minutes to 4%, compared with 16% following a “drive by”. Remaining at a hotspot longer than 15 minutes produced diminishing returns.

The 2012 West Midlands evidence based policing experiment “Op Savvy” tasked PCSOs to undertake foot patrol in 81 crime hotspots to test the 15 minute hypothesis. The objectives of the operation were to:

- test whether dedicated focused patrol actually occurs
- prevent crime and incidents happening
- reduce demand in designated hotspot areas
- utilise staff proportionately and effectively
- improve public trust and confidence
- develop engagement opportunities

Mapping and APLS technologies recorded the time a geo-fenced hotspot was entered and exited by each patrolling PCSO. The impact of this visible presence was evaluated through a comparison with control sites using public space crime and calls for service. The study found APLS was an effective tool in confirming hotspot patrol activity, with targeted patrol producing a 7.8% reduction in reported crime when compared against control areas.
The Flanagan Review (2008) highlighted Leicestershire Constabulary’s use of a GPS vehicle management system called iR3 to record vehicle patrol activity. The technology maps in real time where incidents are taking place. This is linked to command and control incident data, duty rota and skills data, which is in turn linked to automatic tracking devices for vehicles and Airwave radios. The tool can also look retrospectively at where a vehicle has gone throughout a shift. IR3 has allowed the force to deploy resources efficiently, quantify visibility in key areas, make fleet savings and evidence the effectiveness of patrol strategies and tasksing. It is now being used to inform the force’s estates strategy. Evidenced benefits from the use of this approach are:

- police visits to crime hotspots up 286%
- time spent in priority locations up 545%
- anti-social behaviour down 50%
- emergency response times within 15 minutes up from 85% to 94%
- fuel consumption down by 21%
- fuel bills down 16%

The West Midlands and Leicestershire approaches are supported by the identification of medium to long term hotspots identified as a consequence of police analysis. However, Kent Police share crime and incident data twice daily with a private company, PredPol, which identifies areas for targeted patrol based upon the application of anthropology and mathematical algorithms. The patrol areas are refreshed every morning and evening. Staff are briefed on the proactive patrol locations, choose which zones to patrol and undertake focused activity and engagement opportunities within specific timeframes. A control based study found that PredPol analysis outperformed the accuracy of police analysis showing an 8% correct prediction against the latter’s 5%. The Metropolitan Police are running a Predictive Trial using similar technology to that used by Kent. The Predictive Trial is a large scale pilot that is subject to an evidence based evaluation process supported by Thames Valley Police. A study undertaken by PSNI concluded predictive policing will become the basis of smarter, more effective patrolling, which will result in fewer victims.

Targeted high visibility patrol by officers and PCSOs to hotspots at the appropriate time necessitates a capability to automatically geo-locate reported crime and other forms of policing demand to ensure staff are appropriately deployed. The use of technology to inform effective deployment and demonstrate a causal link to demand reduction has the potential to evidence the value of proactive vehicle and foot patrol activity to communities, budget holders and other policing functions. This technology has however been deployed in other forces since 2009 to enhance officer safety, enable borderless patrol and support accident and complaint investigations. Some forces even complement AVLS with the Automatic Personal Location System (APLS) which transmits data from a hand held radio using Airwave Radio technology.

Although forces typically utilise Airwave technology to enable the geo-location of officers and staff, the experience of Leicestershire Constabulary illustrates the potential of other options. The convergence of the visible hotspot policing tactic with geo-fencing and tracking technology is enhanced by the dynamic and automated application of predictive policing technology. It is recommended Thames Valley Police consider the use of technologies to support directed hotspot patrol activity within the Contact Management Programme.

**Recommendation 3:** That hotspot mapping, geo-fencing, tracking technology and predictive policing informs the Contact Management Programme requirement to inform, evidence and enable value from focused patrol activity.
3.4 Engagement

3.4.1 Community engagement

The College of Policing defines community engagement as:

The process of enabling the participation of citizens and communities in policing at their chosen level, ranging from providing information and reassurance, to empower them to identify and implement solutions to local problems and influence strategic priorities and decisions\textsuperscript{149}.

There are different types of community engagement, from structured participation in local events, meetings or consultations to informal contact on the street or elsewhere\textsuperscript{150}. For community engagement to be effective there is a presumption the police, citizens, and communities have the willingness, capacity and opportunity to participate. An NPIA review of the effectiveness of community engagement highlighted evidence the approach:

- increased feelings of safety
- reduced disorder and anti-social behaviour
- improved community relations and perceptions
- had a positive impact on police attitudes

The review also identified the following community engagement success factors:

- Approaches should be flexible and tailored to meet local needs
- Community engagement has to be part of core police work
- Communities must participate in planning and choosing approaches
- Performance measures should reward effective community engagement
- Police and communities need to have the skills and resources to carry it out
- Partnerships involve two-way dialogue, good quality information and feedback

In recognition of the value of community engagement the \textit{Police Reform and Social Responsibility Act 2011} requires Chief Officers to:

Make arrangements for obtaining the views of persons within each neighbourhood in the relevant police area about crime and disorder in that neighbourhood... Arrangements under this section must provide for, or include arrangements for, the holding in each neighbourhood of regular meetings between— (a) persons within that neighbourhood, and (b) police officers with responsibility for supervising or carrying out policing in that neighbourhood\textsuperscript{151}.

However, formal meetings have been shown to be ineffective in terms of representation, independence and impact\textsuperscript{152}. NRPP findings showed engagement activities failed to influence public perceptions of the police. In four out of ten sites, the public questioned the effort the police put into finding out what people think; in five sites the public thought they were ineffective at working with the local community; and in eight sites that the police were perceived as unwilling to respond to the public’s views\textsuperscript{153}. The evaluation concluded the way of canvassing residents’ views needed to be more robust and officers needed to improve their consultative and communication skills. These conclusions were echoed by the College of Policing which identified engagement as an area where improvements could be made:

…engagement and consultation with their communities was predominately focused on public meetings, local priorities were based on the concerns of a
small and unrepresentative part of the community, and some hard-to-reach
groups in these areas reported that neighbourhood teams did not engage with
them.

3.4.2 Community meetings

The main “face to face” engagement routes used by Thames Valley Police are
Neighbourhood Action Groups (NAGs) and Have Your Say (HYS) meetings. There are 114
NAGs in Thames Valley Police, 77% of neighbourhoods have either a single NAG or more
than one NAG. Neighbourhoods without a NAG have identified alternative forums including
Parish Council meetings, Local Authority Community Forums or Residents Association
meetings. NAGs are not typically chaired by police officers and encourage communities to
address local issues themselves where possible. However officers stated they often found
attendees expect the police to undertake the majority of work. The most common matters
of concern relate to ASB, speeding, parking and environmental issues. NAGs tend to focus
on the following activities:

- Speed watch
- Litter picking
- Leaflet distribution
- Engaging with other agencies with regards to the identified issues

During the Neighbourhood Policing focus groups some effective examples of NAGs were
identified in relation to the engagement of rural communities and a short term “task and
finish” approach for dealing with specific problems. The establishment of NAGs to build
community resilience in more troubled neighbourhoods was identified as being important by
LPA Commanders. Contributors also felt that where participation in NAGs was offering
limited value NPTs should consider a negotiated exit as standing members but ensure KIN
contact is retained.

During 2013-14 there were 3,510 HYS meetings published on the internet and in local
monthly updates. The types of meetings held included public meetings, street meetings and
standing in areas of high footfall. As part of the NHP Review three HYS meetings were
attended: one at a supermarket, one at a community centre coffee morning and another at a
leisure centre. The review found each event to be of limited value with supermarket
shoppers being more interested in discussing security purchases as opposed to local
problems and no members of the public attended the scheduled leisure centre meeting.

NPT staff participating in review workshops recognised the need for engagement but
questioned the value of current HYS arrangements highlighting that this method of
consultation rarely informed priorities or activity. A number of NPTs preferred more flexible
approaches such as street meetings or tagging on to other community and crime prevention
events, where they could improve visibility and create opportunities for positive engagement.
It was proposed LPAs could reduce the frequency, but raise the profile of public meetings,
by establishing joint meetings with partners at the Inspector level.

The use of technology has the potential to enhance community meetings. West Midlands
Police use an instant messaging and video chat platform called Google Hangout to
broadcast neighbourhood meetings. Following publication of the event through community
blogs, twitter and the force website a normal neighbourhood meeting is held that can be
accessed by internet users. Remote participants watch and listen to the meeting and ask
questions of the panel using twitter. A recorded video of the meeting is then posted to
YouTube to allow retrospective viewing on the internet. The cost in terms of obtaining
hardware to undertake this activity is £350 for a camera, microphone and laptop while
Google Hangout, Twitter and YouTube are free. This approach allows local meetings to reach a wider audience. A neighbourhood meeting in the Selly Oak area of Birmingham was attended by 28 people, watched live by 276, and 675 later viewed the YouTube video.

The approach undertaken by Thames Valley Police to community engagement through NAGs offers examples of communities taking responsibility for identifying local problems and, with police support, working to address them. However attendance at HYS meetings, and workshop feedback, indicated this approach to consultation was less effective and yielded marginal benefits when compared against the investment made by staff. It is proposed the development of a more formal, and publicised, meeting model enabled by the use of commonly available social media technology to reach a wider audience, should be considered to enhance the effectiveness of local community meetings in Thames Valley.

**Recommendation 4:** That Have Your Say meetings are better publicised, less frequent, more formal and utilise social media to ensure greater levels of community engagement.

### 3.4.3 Social Media

With 83% of adults online (55% using social networking) social media offers new engagement opportunities to Neighbourhood Policing and allows the police to communicate with large numbers of people at once, without citizens leaving their houses. It provides officers and staff with more direct and intimate access to the community giving forces control over what information they release, and when.

Information can be published in real time, directly to a ready audience, and posts can be read and shared at the click of a button, disseminating the material to a large number of people at little cost. However, the opt-in nature of the tool means people will only get updates from the police if they ‘friend’ or ‘follow’ their pages, so to be able to disseminate and gather information effectively the police need to ensure the public is aware of, and follow, their social media pages.

Posts can be used to give safety advice to the public, alert people to criminal activity, counsel them on minimising risk and improving aspects of their safety. During the August 2011 riots, some forces used social media to reassure the public by refuting ill-founded rumours and keeping people up to date with developments.

Social media allows NPTs to build a new space for communication and engagement, based not on geography but on virtual communities. Studies have shown open communication can improve the levels of trust citizens have in their forces and an interactive online presence can create a personal connection with users and promote positive attitudes. ACPO guidelines recognise social networking sites support engagement, allow officers to respond in real time to incidents and help demonstrate greater accountability and transparency. Contributors to the Neighbourhood Policing Review Forums expressed a desire to make better use of social media in support of engagement activity. In particular, social media may enable the police to engage with hard to reach groups, reaching a different demographic from those who traditionally attend public meetings. A review of the research in this area by the Police Foundation found that informal rather than formal contacts work best and recommended police officers should prioritise the identification and engagement of individuals and groups who do not get consulted and whose needs might be ignored. Younger people, for example, have expressed an interest in contacting the police online, which clearly constitutes one way of connecting with members of the community who might otherwise be disinterested or antagonistic.
Thames Valley Police use a number of social media channels to support community engagement activity including Twitter (35 accounts, 300 trained users and 120,000 followers) Facebook (one “page” with a weekly reach of 150,000 people) as well as YouTube, Vine and Instagram accounts to show short video clips and pictures. Social media monitoring software Hootsuite and COSAIN are also currently being trialled in Thames Valley to provide trained users with an overview of open source social media information. However officers identified frustrations arising from the limitations of blackberry devices, necessitating the use of personal smart phones and difficulties in securing training for staff.

Recommendation 5: That NPTs develop Twitter accounts at “sector” level as a standard.

Recommendation 6: That NPTs utilise COSAIN and/or Hootsuite to support understanding of the effectiveness of community engagement, reassurance and the building of trust.

The 2011 Census shows 6% of the South East population do not speak English as their first language and that Polish, Punjabi, Bengali, Urdu and Gujarati speakers comprise 2% of this group. It is recommended that, informed by the Vulnerable Localities data, Thames Valley Police consider the establishment of twitter accounts in other commonly spoken languages.

The challenges to engagement presented by language barriers within new and emerging communities are recognised. Polish is the second most spoken language in the UK, with over half a million people using it as their first language according to the 2011 census. In February 2015 the Metropolitan Police launched the first police Polish twitter account.

Recommendation 7: That consideration is given to the establishment of TVP Twitter accounts in other commonly spoken languages.

Significant use is made of Thames Valley Alert (TV Alert), a targeted community messaging system, to which over 88,000 residents subscribe. About 700 targeted messages are sent monthly to subscribers using geographic and demographic data. Within TV Alert, there is a survey capability and subsections designed for the rural (9885 members) and business (5964 members) communities. A TV Alert smart-phone app is being developed and will increase the accessibility and functionality of the application for subscribers. Workshops highlighted TV Alert works well but is mostly used for appeals and participants suggested it should also be used to distribute more positive messages and appeal outcomes.

Although other forces use Neighbourhood Alert the review found Thames Valley Police was a particularly strong user of the system. TV Alert enables targeted messages to be sent to communities based on geographical and demographic data facilitating two way intensive engagement with BME communities, people with protective characteristics, vulnerable groups and young people. The mapping of TV Alert membership against a Vulnerable Localities Index presents opportunities to identify gaps, which when filled, will offer assurance in respect to community engagement and present dialogue opportunities supported by the TV Alert survey tool and informed by intelligence requirements.

Recommendation 8: That data from the Vulnerable Localities Index is mapped against TV Alert coverage to inform a corporate approach to targeted engagement activity involving the Intelligence and Corporate Communications teams.
3.4.4 TVP Web Site

Most neighbourhoods also publish monthly updates on their external web pages. The Review found that across a single LPA where each NPT published a newsletter on a monthly basis during 2014, each newsletter was accessed an average of 83 times. Analysis of the individual neighbourhood sites found 85% contained a monthly update, 60% gave dates for “Have Your Say” meetings and that 66 photographs were missing. However, the use of local NPT web pages varies considerably across the force with South and Vale and Windsor and Maidenhead showing all photographs, HYS meetings and monthly updates and another LPA showing in 70% of Neighbourhoods “no Have Your Say meetings are currently scheduled” and 16% of NPT staff being without a photograph.

During the review process it was suggested the force may wish to consider a slightly different approach to illustrate a greater level of engagement and responsiveness to community concerns by adopting a “you said – we did” style of monthly update. This style is reflective of the HMIC PEEL methodology for public consultation\(^\text{181}\) and is also adopted by a number of other forces including Dorset, Northumbria, South Yorkshire and West Yorkshire.

**Recommendation 9**: That a more corporate approach is taken to populating Neighbourhood webpages giving consideration to a “you said – we did” format.

3.5 Problem Solving

3.5.1 Core Business

An ounce of prevention is worth a pound of cure (Franklin: 1736)\(^\text{182}\).

The first and final Peelian Principles stress the importance of preventative policing:

1. The basic mission for which the police exist is to prevent crime and disorder.
2. The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with it.

Similarly the ACPO Statement of Mission and Values (2011) outlines five roles for policing, the second of which relates to prevention:

The mission of the police is to make communities safer by upholding the law fairly and firmly; preventing crime and antisocial behaviour; keeping the peace; protecting and reassuring communities; investigating crime and bringing offenders to justice\(^\text{183}\).

Problem solving has been identified as key to the delivery of Neighbourhood Policing\(^\text{184}\) and reducing crime\(^\text{185}\). Problem Orientated Policing (POP) recognises that ‘fire-brigade’ policing is inefficient as officers keep returning to the same scene and see the same victims as the underlying problems have not been resolved. An analysis of the problem supports the development of a more comprehensive and sophisticated approach that offers an alternative to multiple individual responses to repeat calls for service.

A 2012 systematic review found crime prevention strategies derived from repeat victim analysis reduced crime and provided a means of allocating crime prevention resources in a more efficient and informed manner. The report concluded future prevention efforts should be focussed upon the most victimised and vulnerable ‘supertargets’\(^\text{186}\). Similarly, research into evidence based policing experiments has demonstrated problem solving and crime
prevention initiatives are most effective when police efforts are directed at tightly defined locations as opposed to just individuals\textsuperscript{187}.

HMIC have emphasised the importance of focusing action on crime and antisocial behaviour hotspots, repeat victims, and prolific or high-volume offenders as an effective means of allocating crime reduction resources\textsuperscript{188}. In \textit{Core Business} the Inspectorate recognised the importance of preventing crime at the earliest opportunity to reduce demand and free up resources recommending that by 31 March 2015:

\begin{itemize}
  \item every force that does not have an adequate, force-wide database should develop and start making use of one, to record, monitor and manage its neighbourhood cases\textsuperscript{189}.
  \item all forces should ensure they are using their databases to track the progress and evaluate the success of actions taken in relation to each neighbourhood case recorded on the database\textsuperscript{190}.
  \item each force should ensure that it is able to disseminate information and share good practice from its database throughout the force, as well as to local authorities and other relevant organisations involved in community-based preventive policing or crime prevention\textsuperscript{191}.
  \item all forces should ensure that their records clearly establish whether victims of crime and anti-social behaviour fall within the applicable definition of ‘repeat victim’, and that appropriate steps are taken to ensure that when repeat victims call the police, the force’s call-handlers have the means to establish immediately that the caller is a repeat victim\textsuperscript{192}.
\end{itemize}

Neighbourhood Policing is also identified by the Government’s Counter Terrorism Strategy, \textit{CONTEST} (2011), as being a key element in preventing the development of violent extremism. The document states:

\begin{quote}
  Police Community Support Officers (PCSOs) form part of Neighbourhood Policing teams and work with local communities to provide a visible police presence and build relationships with the public. PCSOs contribute to Prevent objectives by helping PEOs to build trust and confidence in policing and create stronger and safer communities\textsuperscript{193}.
\end{quote}

The effectiveness of the contribution of neighbourhood officers to counter terrorism policing has been illustrated by an Australian study\textsuperscript{194} and is supported by the Counter Terrorism Local Profiles (CTLPs) in England and Wales. CTLPs identify the threat and vulnerability from terrorism and extremism at a local level to inform the local police and partner approach. CTLPs include recommendations to address risk and are key to information sharing between local authorities, NPTs and the National CT Network\textsuperscript{195}. The national \textit{Serious and Organised Crime Strategy} (2013) also highlights the preventative role of NPTs:

\begin{quote}
  Neighbourhood Policing teams have an important part to play in cutting crime (including serious and organised crime) through building trusted relationships, gathering community intelligence and resolving community concerns. The Home Office and the College of Policing will ensure that organised crime is properly taken into account in developing best practice around police community engagement and Neighbourhood Policing\textsuperscript{196}.
\end{quote}

The \textit{Serious and Organised Crime Local Profiles: A Guide} (2014) outlines a requirement to reflect the CTLP approach by developing local profiles to support the development of delivery plans\textsuperscript{197}. The guidance emphasises the importance of an identified Neighbourhood Policing lead to support the development of the profiles and expectations of NPTs in respect
of delivery plans. For example GCHQ have identified that 80% of cyber-attacks could be stopped through basic information risk management\textsuperscript{198}.

Both the \textit{CONTEST} Strategy (2011) and the \textit{Serious and Organised Crime Strategy} (2013) adopt a delivery model comprised of four elements:

- **Prevent**: activities intending to prevent crime, harm, and disorder
- **Pursue**: activities intending to enforce the law and pursue criminals
- **Protect**: activities to protect trust and security and strengthen our resistance to crime and disorder
- **Prepare**: activities to build contingencies and mitigate the impact of crime and disorder

Neighbourhood Policing contributes to each strand but has the potential to make a significant contribution to the Prevent and Protect strands. However, there is a risk of the development of multiple and overlapping thematic profiles aimed at informing NPT and partnership activity. The establishment of a single profile for each area would offer greater clarity and efficiency.

\textbf{Recommendation 10:} That the Vulnerable Localities Index (Recommendation 1) supports the development of CTLPs and SOC LPs to ensure clarity regarding the preventative role of NPTs in respect of demand management, cybercrime, Serious and Organised Crime and Terrorism.

\section*{3.5.2 Partnership and Collaboration}

Partnership work is at the heart of delivering an effective police service. The needs of communities do not fit neatly within one agency’s responsibility and partnership offers the potential to addressing issues single agencies cannot resolve by themselves. Multi-agency collaboration offers huge dividends for harm reduction. Following the introduction of the Crime and Disorder Act (1998), which mandated formal partnership working arrangements between the police and other local bodies, police collaboration with partners in delivering community services and interventions has become institutionalised in local policing\textsuperscript{199}.

The Crime and Disorder Act promotes a ‘holistic’ law enforcement approach coupled with a focus on identifying and addressing the socio-economic drivers of crime\textsuperscript{200}. It is accepted the police “must work with the community and draw from other resources outside the police to prevent and solve crime problems”\textsuperscript{201} and that “most responses will be more effective if they involve partner organisations (as) many problems can only be solved by others”\textsuperscript{202}.

The management of future demand will necessitate the scaling up of isolated, service based practice and embedding a culture shift in partnership work. The biggest potential gains are to be found when public managers are able to look across a whole place (neighbourhood or LPA) and understand the relationships between public service reform as a whole and the diverse economic needs and resources of the area. The default assumption should therefore be towards a fluid, outcome-focused collaboration between NPTs and local agencies.

Concerted partnership collaboration at an early stage is critical to problem-solving and managing demand. Without such an approach, financial and managerial incentives may work in the opposite direction resulting in demand shunt between agencies or ‘downstream’ towards acute interventions. Depleted resources create significant fragility in terms of residual capacity to maintain services and functions. However, partnership working is a productive and efficient way of delivering services, even in an age of austerity:
The extent to which partnership at the neighbourhood level can act as a catalyst for more efficient (e.g. through less duplication of effort and better targeting), rather than just more effective, working is clearly relevant in the current economic climate.

Partnership collaboration, particularly seeking support and efficiency savings through others when faced with diminishing resources, should deliver added resilience to community policing and neighbourhood crime reduction efforts. If this is so, then organisational regression to core single agency priorities would be counter-productive.

Within policing there has been a considerable focus on one dimensional outputs which have diverted attention away from thinking about complex and ‘wicked’ issues. Rigid, linear and bureaucratic approaches often don’t protect the vulnerable or effectively respond to complex needs. Breaking down barriers between organisations and professions and between providers and the people they serve to enable better collaboration and joint innovation may offer more in terms of real improvement. To make sense of complexity it is necessary to use whole systems thinking and place the user, family or community at the heart of the system.

The review found examples of effective partnership working focused on addressing multifaceted issues involving not only NPTs (VMAP in Slough) but also other functions, most notably PVP (Kingfisher in Oxfordshire) and Patrol (Street Triage in Oxford City). Feedback from Neighbourhood Policing staff regarding partnership working was overwhelmingly positive. However, the review found some officers were experiencing challenges in respect to partnership working as some local agencies retreat to core business under considerable budgetary pressures. Contributors to the review also commented on a tendency for the police to take the lead when seeking to address issues and the negative impact regular abstractions to support patrol work has on relationships with partners.

Partnership can also be problematic, as demonstrated by the uncertainty experienced by Local Strategic Partnerships about responsibility for the delivery of outcomes. Each profession and organisation has its view of the issues and its own interests to protect. Political will and leadership skill is needed to challenge current thinking, devise better and cheaper solutions and see through changes in organisational behaviours and resource allocation. However, consistent senior level engagement at the county level was identified as challenging by the review. Diary pressures mean ACC representation at regular standing county meetings is difficult resulting in an available LPA commander (or representative), a member of Neighbourhood Policing and Partnerships or occasionally all LPA commanders from the respective county attending. Examples of county level forums include:

- Oxfordshire and Buckinghamshire Health and Wellbeing Boards
- Oxfordshire, Berkshire and Buckinghamshire NHS mental health forums
- Buckinghamshire Safer Partnership Board
- Buckinghamshire Families First
- Oxfordshire Children and Young People Board
- Oxfordshire Partnership meeting
- Event led or thematic county level Strategic Coordination Groups

A lack of continuity can be perceived as a lack of commitment to joint working whereas the over provision of LPA commanders is inefficient and creates a disjointed picture of police county level prioritisation and partnership working. It is therefore suggested consideration is given to the establishment of a single county level leadership responsibility to support consistent partnership working, service delivery and management of operational risk.
Recommendation 11: That consideration is given to the establishment of a senior leadership role at the county level to support partnership working, service delivery and management of operational risk.

The Police Reform Act 2002 provided powers to private and public sector organisations to work more closely with the police to improve community safety. Providers of community safety functions can now apply for accreditation that, following vetting and training, enables them to use such powers, which include:

- Power to require name and address (begging, traffic offences and ASB)
- Powers to seize alcohol
- Power to issue a Penalty Notice for Disorder (PND) (28 offences)\textsuperscript{210}

This legislation offers opportunities to further enhance partnership working. For example in Oxford City Council’s Community Response Team (CRT), Cherwell District Council Wardens are accredited to use some police powers under the Community Safety Accreditation Scheme (CSAS), which has enabled the provision of effective traffic management at Bicester Village. Other forces have used CSAS successfully to accredit security staff employed by the NHS (Essex, Cambridgeshire and Metropolitan Police), shopping centres (Hampshire, Essex and Avon and Somerset), universities (Metropolitan Police) and housing associations (Essex).

There are currently four organisations across Thames Valley that have CSAS accredited staff. The use of the scheme by other forces has been shown to enhance community safety and reduce calls for service to the police relating to low level disorder. It is recommended Thames Valley Police promote the use of CSAS internally and externally to further enhance focused problem solving activity to reduce crime and disorder.

Recommendation 12: That the use of CSAS is further encouraged to enhance partnership working, aid problem solving and build local capacity.

Sharing information between partner organisations is vital to the provision of co-ordinated and seamless services. In addition, the sharing of information is often key to meeting statutory requirements, to managing business continuity and emergency incidents, and the safeguarding of vulnerable adults and children. A number of forces use web based applications to support partnership working. Cambridgeshire, Suffolk, Staffordshire and Norfolk use ECINS (Empowering Communities, Inclusion and Neighbourhood management System) to support case management and information sharing in respect of licensing, offender management and anti-social behaviour. Derbyshire and Dorset are considering the system which offers potential benefits in respect of troubled families, hate crime and domestic violence\textsuperscript{211}. Surrey, Hampshire and Hertfordshire use a similar platform called SafteyNet to jointly manage risk, vulnerability, ASB and hot-spots with partner organisations.

Recommendation 13: That the value offered by a web based information sharing application to partnership working is explored.

3.5.3 Recording and managing problem solving

The Neighbourhood Review found confidence to problem solve amongst most NPTs was high and some LPAs utilise neighbourhood staff to support repeat victims and manage repeat offenders. However, workshops highlighted ongoing tensions between the demands of short term response activity and long term problem solving\textsuperscript{212}. Some staff felt the level of crime investigations they were allocated and repeated abstractions to support patrol
colleagues meant they had limited time for problem solving and other neighbourhood policing tasks\textsuperscript{213}. This finding is supported by PBB data which indicates that the average time spent by LPAs undertaking problem solving activity is 1.7%.

Officers felt that, with capacity, they could be more proactive in reducing reactive demand generated by cyber-crime, missing persons, mental health and fear for welfare requests\textsuperscript{214}. Staff also commented on a lack of clarity in respect of the organisation’s expectations relating to medium and long term problem solving activity highlighting that, although time consuming, little problem solving activity is recorded in force case management systems contrary to HMIC recommendations\textsuperscript{215}.

In Devon and Cornwall repeat victims and vulnerable people are identified using a Neighbourhood harm register. Neighbourhood staff use problem solving plans to manage vulnerability which necessitates joint working with other agencies and police teams. Officers and PCSOs are tasked through a central referral unit which assesses risk centrally and works in partnership with other agencies. Similarly, Northumbria utilises a central referral unit (located within the PVP function) to receive and process concerns relating to vulnerable persons. The system offers criteria to NPTs to help them identify, report and respond to concerns. The submission of concerns initiates a risk assessment and, where appropriate, a multi-agency problem solving response to address identified threat, harm, risk and vulnerability. Cumbria, Cleveland and Cheshire have also established dedicated roles to support problem solving activity.

Pressures to increase efficiency, improve performance and reduce costs necessitate a more strategic approach to the prioritisation of problem solving and crime reduction activities\textsuperscript{216}. It is proposed requirements for problem-solving are captured using Niche and assessed using a consistent prioritisation approach underpinned by “HOT” principles:

- **Harm** – the ongoing harm to communities caused by the identified “problem”
- **Opportunity** – the demand reduction/suppression opportunities presented
- **Threat** – the potential to exploit vulnerability and cause future harm

**Recommendation 14:** That TVP adopt a corporate approach to the prioritisation of NPT problem solving activity using “HOT” principles.

The Review also identified that some LPAs have established links between NPTs and Protecting Vulnerable People (PVP) teams to ensure a greater awareness of high-risk offenders, the identification of vulnerable individuals and joint problem solving responses. Thames Valley Police currently identify vulnerability relating to offenders, victims and locations using a series of excel based data management tools. Current information management systems capture domestic abuse, missing persons, CSE and ASB repeat data.

Although performance data can identify the top 10 repeat victims, offenders and locations in respect to specific crime types at an LPA level there is a requirement for more localised data analysis enhanced by partnership information. Slough LPA use local authority data regarding repeat ASB victims and perpetrators, drug and alcohol services, Accident and Emergency and youth services. This data compliments police information and is used to prioritise the top 10 areas for problem solving activities at the sector level.

Niche RMS presents an opportunity to develop a multi-system search tool to recover police and partner information to create a profile of the top 10 vulnerable individuals or locations within the neighbourhood to inform problem solving activity. It is suggested the search tool should not be limited to specific crime types and should draw on wider datasets including
mental health, missing persons, fear for welfare as well as other vulnerability indicators captured on Niche\textsuperscript{217}.

Recommendation 1: That a Vulnerable Localities Index is adopted to better understand demand for Neighbourhood Policing activity in terms of people and place.

3.6 Community Resilience

3.6.1 The people are the police

One of the effects of austerity has been the re-evaluation of the role of citizens, communities, other agencies and volunteers in delivering policing. Budget reductions are encouraging greater public involvement in policing resulting in efficiency savings and increased transparency in service delivery. Nevertheless, irrespective of financial austerity, the public should be empowered to contribute to the regulation of their communities.

An emphasis on the role of formal policing (underpinned by a consumerist ethos that views the public as customers rather than as citizens) has stifled the recognition of the importance of more informal social controls. It has created an impression whereby the professional police service, with partner agencies, are there to solve all local crime and disorder problems as “service providers”\textsuperscript{218}. However, informal sanctions have been shown to reduce the likelihood of an individual reoffending and early interventions within communities, families and institutions are generally more effective, less intrusive and cause less unintended harm than formal policing interventions\textsuperscript{219}.

There are two different approaches to developing community resilience. The first is to recruit volunteer citizens to support formal policing (e.g. Special Constabulary, Police Support Volunteers, Volunteer Police Cadets and Neighbourhood Watch). This form of volunteering is supported by the College of Policing’s “Citizens in Policing” agenda. The second approach reverses the emphasis and is more about the police supporting citizens and communities as facilitators of social change with the objective of increasing the numbers of active citizens and volunteers operating within the community. This model is referred to as “building social capital”. These two approaches are complimentary and could be combined to improve community resilience\textsuperscript{220}.

3.6.2 Citizens in Policing

The Citizens in Policing (CIP) portfolio includes the Special Constabulary, Police Support Volunteers, Volunteer Police Cadets and Neighbourhood Watch. CIP draws together stakeholders involved in formal volunteering as well as informal volunteering, community action and active citizenship. Cheshire Constabulary have published a “Participation in Policing” strategy which emphasises the importance of engaging the public in developing effective policing services to maintain public consent and confidence in policing. The document also states “that participation is about “value” - in that it is driven by the value afforded to it by the public, and that this is its main benefit\textsuperscript{221}.” Lancashire Constabulary have also sought to link different areas of volunteering activity through the creation of a Citizens in Policing Delivery Plan 2012-2017 with the intention that volunteers:

- feel valued and that their contribution to serving local communities is recognised
- represent the communities served and bring new depth to delivering service
- increase social responsibility by engaging communities and inspiring others
- work with partners in the voluntary sector to increase capacity and quality of service
• add value to service delivery against strategic priorities

The national vision for the Special Constabulary seeks to embed a capability within every force, but forces have adopted different approaches. In West Mercia and London the primary role for Special Constables is to support Neighbourhood Policing whereas in other forces Specials are integrated into the response function and can receive specialist training to perform Road Policing (Warwickshire and Greater Manchester) and level 2 Public Order (South Yorkshire and West Yorkshire) duties. Although there is a focus on engaging volunteers to support policing within Thames Valley there is no formal organisational strategy. Special Constables in Thames Valley Police can join the Roads Policing Unit and have the opportunity to receive level 3 Public Order Training, but the majority of the 600 Special Constables are posted to Patrol Teams with only 8% working within NPTs.

In 2013-14 the Thames Valley Special Constabulary delivered 154,883 hrs of operational policing equivalent to 81 full time equivalent posts or £3.6m of police resource. The annual cost to the organisation, including three full time support posts, training, recruitment and uniform costs is calculated at £1.1m. Therefore every £1 invested on the Special Constabulary returns £3.27.

BME representation within the Special Constabulary is 5.62% compared with 4.9% for regular police officers in Thames Valley.

There are 497 Police Support Volunteers (PSVs) who perform roles relating to administrative support, crime prevention, counter services and neighbourhood policing. PSVs are supported by hub based staff and provide over 37,000 hrs a year to Thames Valley Police which equates to £571k of added value. The annual cost to the organisation, including salaried support posts and expenses is calculated at £150k. Therefore every £1 invested in PSVs returns £3.80. Police Support Volunteers are 53.5% female, 4% have a declared disability, 8.5% are from a BME background and 38% are aged over 66 years.

The Volunteer Police Cadet Programme supports young people, between 13 and 18 years, through positive and sustained engagement. The programme recruits members who are representative of their community, a quarter of whom are from a vulnerable background. Cadets attend weekly training evenings and volunteer for 3 hours a month in support of community and crime prevention activity. The programme aims to:

- Promote a practical understanding of policing amongst all young people
- Encourage the spirit of adventure and good citizenship
- Support local policing priorities through volunteering and give young people a chance to be heard
- Inspire young people to participate positively in their communities

Only four forces do not run a Police Cadet Scheme. In Thames Valley there are two schemes running in Slough and Windsor with a further four schemes scheduled to go live in spring 2015. The Thames Valley programme currently involves 92 Cadets of whom 43.5% are female, 6.5% have a declared disability and 24% are from BME backgrounds.

The schemes are independent of NPTs and staffed entirely by volunteers. It is suggested that Neighbourhood Policing should be more formally engaged with the Cadet schemes to ensure the groups are appropriately “anchored” within Thames Valley Police and positive relationships are developed between local PCSOs, officers and young people.

Recommendation 15: That the links between Neighbourhood Policing Teams and Cadet schemes are formalised by NPT staff undertaking some Cadet Leader roles.
3.8m households in England and Wales are Neighbourhood Watch (NHW) members. A Campbell systematic review found NHW programmes that incorporate property marking and home security surveys were associated with a reduction in crime of between 16% and 26%. NHW could support the development of greater community resilience by expanding from a role based largely on surveillance to one engaged in problem solving and service delivery. NHW schemes could support broader community safety strategies by linking up with health, social welfare and other local agencies. The national NHW Business Pan 2015-2020 reflects an ambition to further develop the movement as follows:

- **Prevent Crime:**
  - Limit the opportunity for crime to occur through increased awareness, adoption of crime prevention measures and timely reporting of suspicious acts.
  - Identify and protect against new and emerging threats

- **Stronger Communities**
  - Improve active good citizenship, safety and resilience through increased community participation, social action, cohesion and neighbourliness and partnership working.
  - Reduce the opportunity for victimisation and the impact of crime or danger, especially to the vulnerable

- **Effective use of resources**
  - Develop effective partnerships and strategic links with key stakeholders to influence national policy.
  - Build the appropriate sustainable infrastructure

In a “what works briefing” the College of Policing emphasises that the Police Service should not think of Neighbourhood Watch as a “spent force” that has “had its day.” The review emphasises the effectiveness of NHW schemes to address crime, in both deprived and affluent areas, when initiatives are supported by neighbourhood police teams.

Other forces have developed innovative working relationships with Neighbourhood Watch schemes that transcend the movement’s traditional emphasis on burglary prevention. In Sussex NHW members perform a CCTV viewing role, undertake leafleting activity, perform “super cocooning” work and have established an on call search capability. In Hampshire NHW members perform a “dementia friend” role to help safeguard vulnerable neighbours. In Durham, having attended a burgled home, officers visit the local NHW coordinator to ensure they are aware of the modus operandi and any descriptions of offenders. Durham Constabulary also use NHW volunteers to undertake telephone survey work relating to confidence, visibility and engagement activity.

The NHW 2015-20 Business Plan compliments the Thames Valley police focus on crime prevention, management of emerging threats, vulnerability and partnership working. There are 9489 NHW Coordinators and 1032 mapped schemes with over 100,000 members and Watch and Communities Administrators support TV Alert messaging to NHW members. However, the review found good, but inconsistent, use of the TV Alert to update NHW members regarding incidents in their local area. However, the level of local engagement by NPT staff with NHW Coordinators varies considerably and some coordinators describe a feeling of growing “distance” from local policing. A Thames Valley Police and Thames Valley NHW Service Level agreement was introduced in December 2014 to strengthen links between LPAs and NHW schemes. It is recommended LPAs focus on building strong links with local NHW schemes and consideration is given to the potential benefits of more formal engagement through participation in NAGs and Community Safety Partnership forums.
Recommendation 16: That the links between LPAs and Neighbourhood Watch are formalised and strengthened.

Recommendation 17: That Thames Valley Police develop a Citizens in Policing strategy to support a holistic and coordinated approach to volunteers.

3.6.3 Collective efficacy

Collective efficacy describes the degree to which neighbours know and trust one another and are willing to intervene to protect their neighbourhood from crime and related problems. It acts as a protective factor in neighbourhoods that might otherwise experience high levels of crime. Effective examples of collective efficacy identify and understand the existing structures, assets and power within a community rather than adopting a “problem solving” approach. People, institutions and facilities are viewed as assets for achieving the positive visions residents have for their area and are supported by:

- A concentration on positive social development and raising aspiration rather than control or suppression of symptoms of crime and disorder.
- An emphasis on the good life rather than moral theories that support policing such as duty and rights (enforcement, criminal justice and compliance) and utility (peace-keeping, harm reduction and offender management)
- Individual and small group casework to enable residents to maximise their potential and create community “assets”.
- Building capacity of citizens and community groups to understand and use approaches and techniques.

Durham and Greater Manchester Police have used a company called Mutual Gain to encourage the development of collective efficacy. The work establishes a citizen and community orientated view of crime and disorder problems and harnesses community skills to tackle local problems. The approach aims to build social capital within neighbourhoods, improve relationships with the police, co-design and co-produce services and reduce vulnerability. A feature of the GMP programme has been the development of the skills and confidence of local residents to become valuable community assets. Evaluation by Durham University indicates the two pilot areas have generated increased social capital and statistically significant reductions in crime, antisocial behaviour and calls for service when compared to control areas.

Collaboration between Northamptonshire Police and Northampton University has developed a methodology to support the development of social capital and community dialogue called Locally Identified Solutions and Practices (LISP). The objective of the toolkit

...is to equip PCSOs and members of the public to work together towards mutual solutions, the co-production of community safety. It is not a process owned by the Police, but rather a way for the Police to help organise other stakeholders to help achieve their goals. It is built around a core strategy of ‘rich picturing’, which allows communities of which PCSOs are a part to explore how each other perceive a community problem and develop joint solutions for the challenges neighbourhoods experience.

The LISP model is used in areas, identified by the Vulnerable Localities Index (VLI), with persistent high levels of reported crime and disorder and complex problems necessitating a response involving multiple stakeholders. Once problems have been identified, the
perspectives of the residents and stakeholders are sought to form a community-centric view of the issues. A variety of techniques and events are used to facilitate citizen involvement and although practitioners believe the approach is useful for all in policing, PCSOs have been particularly effective in supporting the delivery of successful outcomes.

The Neighbourhood Review did not identify any examples of activity explicitly focused on developing collective efficacy in Thames Valley Police. The approach is an emerging one and the promise of reducing isolation, vulnerability and dependency upon statutory services is attractive. The benefits of intensive engagement focused on developing social capacity are greatest in respect of the more challenged neighbourhoods and the Manchester, Durham and Northamptonshire pilots are demonstrating a potential to produce a more procedurally fair, collaborative and legitimate service. It is recommended that consideration is given to piloting the collective efficacy approach in a challenging neighbourhood identified by the Vulnerable Localities Index (recommendation 1).

**Recommendation 18:** That consideration is given to piloting the collective efficacy approach in a challenging neighbourhood identified by the Vulnerable Localities Index (recommendation 1).

The pressure to save money has created an environment in which police and other stakeholders are required to reconsider responses to complex local needs. There is increased awareness of the importance of stronger relationships with communities and individual service users. Co-production is an important way of reducing demand for and costs of services. The police and other public services need to move away from a deficit model focusing on what people don’t have and can’t do to one which takes as its starting point that almost everyone has capabilities which they can use to improve their quality of life and that of others. Figure 2 illustrates how increasing co-production and reducing demand by changing people’s behaviour could help the bridge the growing gap between demand for services and the resources available to deliver them.

![Figure 2: Trust, Capacity and Demand Management](image-url)
3.7 Strategy Summary

Neighbourhood Policing practitioners identified that there was not a clear Thames Valley Police strategy for the delivery of Neighbourhood Policing. This section of the Neighbourhood Review has sought to establish an approach that compliment the organisational aim of working in partnership to make communities safer and be clearly communicated. The hypothesis that underpins the strategy can be summarised as:

Communities will be made safer by a Neighbourhood Policing approach enabled by partnership and focused on prioritised visibility, engagement, problem solving and building community resilience. Safer Communities will reduce the demand for reactive policing services.

The mission, core values, vision and work streams of a new NP strategy for TVP can be summarised as:

**Mission:**
- To work in Partnership to make communities safer

**Core values:**
- Take pride in delivering a high quality service and keeping our promises
- Engage, listen and respond
- Learn from experience and always seek to improve

**Vision:**

Neighbourhood Policing Teams will be the bedrock of policing in Thames Valley by working with partners and communities to protect the public from harm.

**Work streams:**
- Visibility – to increase public confidence and reduce crime
- Engagement – to enable the participation of communities in policing at their chosen level
- Problem-solving and Prevention – to identify, establish causation, respond and address neighbourhood problems
- Building resilience – to increase public involvement in policing

The next Chapter of this review sets out the resources, structures and delivery mechanisms required to implement the new Neighbourhood Policing strategy.
4. Implementing the strategy

4.1 Resources

Historically policing has favoured a reactive and incident-focused law enforcement approach to crime control underpinned by the theory of deterrence. Typically this is delivered through random patrols, emergency response, stop and search, investigation and detection and intensive enforcement. Research suggests these strategies are relatively ineffectual in reducing crime and detecting offenders.

In recent years, policing has moved towards identifying and managing risk, moving resources towards specific individuals (prolific offenders and repeat victims) and locations (deprived, high crime) as an alternative to relying on arrest, conviction and punishment. The targeting of resources on the most risky people and places necessitates the identification of crime hotspots, vulnerable individuals at risk of being repeatedly victimised and serious and prolific offenders. Where scarce resources are deployed against an understanding of risk, crime and other demand led calls for service are likely to be reduced\textsuperscript{240}. A Police Foundation literature review suggests limited police resources should:

- Be targeted on high crime micro-locations where the risks of potential harm are greatest
- Focus on connected problems rather than on individual incidents and involve local communities in identifying and prioritising them and harnessing their own resources to address them
- Be used to effectively engage with the local community and harness the resources of other agencies to deliver an integrated approach to reducing crime
- Be aware of the central importance of securing police legitimacy in delivering a new and more effective approach\textsuperscript{241}

A number of forces allocate Neighbourhood Policing resources against identified demand. In London, the Metropolitan Police have moved from allocating the same number of officers to every Safer Neighbourhood Team to a resourcing model that reflects the crime risk (prevalence, incidence, location and time of day/night) and the diversity of the neighbourhood\textsuperscript{242}. Cleveland, Staffordshire and Humberside have set a minimum neighbourhood establishment of a Constable and a PCSO, with additional posts allocated against demand. In Cheshire and Hertfordshire demand mapping is used to establish resourcing levels, while other forces (West Midlands, Merseyside, Cambridgeshire and Dorset) use a variation of a vulnerability index to distribute resources.

In Thames Valley Police resources were allocated to Neighbourhood Policing in 2007 using a methodology that identifies neighbourhoods as either “priority” (12%), “enhanced” (36%) or “capable” (52%)\textsuperscript{243}. The approach combines data from four sources:

- Crimes per 1000 population
- Total Crimes Recorded
- Total Incidents Recorded
- Index of Multiple Deprivation

Recorded crime therefore constitutes 50% of the overall resource allocation formula. In light of falling total recorded crime, changing demographics, that “crime” is estimated to absorb between 15-20% of police time\textsuperscript{244} and criticisms of the formula by LPA Commanders\textsuperscript{245} it is proposed the Vulnerable Localities Index is used to allocate resources (recommendation 1).
Recommendation 19: That resources are allocated to Neighbourhood Policing functions based on a Vulnerable Localities Index (recommendation 1).

4.1.1 Neighbourhood Officer

There are 369 Constables performing the Neighbourhood Officer role in Thames Valley. The purpose of the post is to reduce crime and anti-social behaviour and reassure the public by:

- engaging with local people to identify and tackle crime and disorder
- generate community intelligence and information
- take joint action with communities and community safety partners to reach sustainable solutions to local problems
- provide feedback to the wider community on results

The role description details primary responsibilities relating to enforcement/diversion, reassurance, problem solving, intelligence-led patrol, communication and crime reduction

The two day Neighbourhood Officer course is considered essential for Neighbourhood Officers. The course covers partnership working, community engagement, problem solving and patrol plans and, although updated in 2013, requires a refresh to reflect recent legislative changes. Participants in the Neighbourhood Review focus groups felt attendance on the course was “a bit hit and miss” and it was often delivered a considerable time after appointment. Some practitioners also highlighted limited input in respect to problem solving skills and expressed a desire for a greater focus on safeguarding.

The review identified the need to further underpin the skill sets required for effective neighbourhood policing through the delivery of training with a greater focus on activities such as problem solving, cyber-crime prevention, digital media engagement and safeguarding. It is recommended that current training and CPD products are reviewed following the establishment of a strategy for Neighbourhood Policing.

Recommendation 20: That current training and CPD products are reviewed following the establishment of a strategy for Neighbourhood Policing.

4.1.2 PCSOs

In Thames Valley Police there are 474 PCSOs (60 joint funded by local authorities) all of whom are posted to NPTs. The purpose of the PCSO role is to contribute to the policing of neighbourhoods, primarily through highly visible patrol, to reassure the public, reduce crime and disorder, and work with communities and partner agencies to tackle local community safety issues. In 2014 HMIC highlighted that PCSOs were taking on more roles and responsibilities, some of which removed them from community engagement, such as scene guarding, road closures, detaining suspects or young people, giving fixed penalty notices and responding to low level emergencies.

The review found some TVP PCSOs felt unsupported by colleagues. Focus group participants expressed concerns relating to the high turnover, and regular abstraction, of NPT Constables, undermining relationship building with communities and leading to a lack of understanding of the PCSO role. This reflects the conclusions of a review undertaken by Cambridge Constabulary and other research which has highlighted that many PCSOs do not think supervisors, especially those coming to neighbourhood policing from other policing...
areas, understand their work\textsuperscript{254}. PCSOs who attended the focus groups also described a sense of isolation arising from different shift patterns to their supervisors\textsuperscript{255}.

PCSOs receive an eight week basic training period followed by a six week tutor period. Workshops and a PCSO survey revealed for many this was the last extended and intensive piece of training received. The review identified only 31\% of the PCSO establishment had received problem solving training since completing their foundation course\textsuperscript{256}. The focus groups highlighted scope for a greater focus on the continuing professional development of PCSOs particularly in the use of social media as an engagement tool and the management of risk in relation to CSE, domestic abuse and mental health\textsuperscript{257}. Many contributors to the review had received Restorative Justice training but stated they rarely used the technique.

The Neighbourhood Review observed PCSOs often feel undervalued and misunderstood, rarely have direct contact with PCSOs from other LPAs and opportunities to share best practice are limited. It is therefore recommended consideration is given to establishing a structured continuous professional development process to clarify the organisation’s direction and priorities, deliver training inputs, share best practice and encourage the development of professional networks\textsuperscript{258}.

**Recommendation 21:** That consideration is given to the establishment of a continuous professional development process for PCSOs.

**Recommendation 22:** That PCSOs and police officers receive specialist NHP training.

### 4.1.3 School officers

In 2002 Safer School Partnerships were introduced by the Youth Justice Board (YJB), using dedicated central government funding, to formalise a closer involvement between the police and schools. Safer Schools Partnerships involve the posting of a police officer or PCSO to a school or group of schools to help keep pupils safe, reduce crime, improve behaviour and work with pupils at risk of offending\textsuperscript{259}. The scheme was evaluated in 2005 and benefits relating to truancy levels, behaviour and the early identification of children at risk of criminalisation evidenced\textsuperscript{260}. In 2014 the All Party Parliamentary Group for Children (APPGC) welcomed the focus of the Safer School Partnerships on diverting vulnerable children and young people away from the criminal justice system\textsuperscript{261}.

Although Safer School Partnerships no longer receive central government funding there are 12 constables and three PCSOs dedicated to working in Thames Valley schools. There are a further five officers and PCSOs who are part funded to support school work. The review found variation in the ratio of dedicated staff to schools ranging from 1:7 (Bracknell LPA) to 1:65 (Cherwell and West Oxfordshire)\textsuperscript{262}. Officers and PCSOs performing all undertook the following activities:

- Liaison with schools and partners to identify issues of concern
- Neighbourhood officer role within designated secondary schools in line with Safer Schools Partnership
- Support to NPTs to deliver programmes in Primary/Middle Schools
- Guidance to NPTs in connection with the work in school communities
- Problem solving and prevention initiatives in respect of young people at risk of criminality

All officers were involved in the investigation of crime committed in schools although some were found to deal with all crime, some only with those crimes deemed appropriate and
some are not allocated anything but deal with offences reported directly to them by the school. Direction setting also differs across LPAs with different staff receiving their priorities from Neighbourhood Inspectors, Sergeants, the schools themselves and self-tasking. There is no consistency of inputs delivered to schools, which are often developed locally in response to school requests, but programmes include:

- Prevent
- Knife/Fake Package
- Bullying
- CJ System
- Rights and Responsibilities
- Cyberbullying/Sexting
- CSE
- Online safety

Although there are differences between the sizes, challenges and types of schools, and there is no desire to pursue a “one size fits all” approach to Neighbourhood Policing, the variation in tasking methods and resources dedicated to this function is significant. In light of the importance of the relationship between the police and young people it is recommended a more corporate framework is adopted to the schools officer role that allows for local variation but ensures organisational consistency in respect to resource allocation, programme delivery, investigatory responsibilities and tasking.

**Recommendation 23: That the schools officer role is reviewed to ensure a level of consistency in respect to resource allocation, programme delivery, investigatory responsibilities, tasking and training.**

### 4.1.4 ASB officers

ASB officers provide expert tactical advice to the LPA, NPT and CSPs by co-ordinating the use of ASB interventions. The post holders manage casework where the victim is deemed to be of high risk, and oversee the management of medium risk ASB by working in partnership with relevant agencies and partners.

The review identified examples of problem solving activity jointly undertaken by LPA ASB officers and NPTs. However, while it was clear that in some LPAs ASB officers met with their NPTs on a regular basis, communication in other areas seemed to be “by exception” and therefore less frequent. ASB officers stated that often shift pattern changes for NPT staff made regular meetings challenging.

There are good examples of partnership working across the force between ASB officers, NHP teams and other agencies. In West Oxfordshire there is a six weekly RSL meeting attended by the ASB officer and NHT representatives. Slough has incorporated an ASB review meeting into their three sector tasking meetings which are also attended by a mental health professional. Milton Keynes have well established multi-agency ASB tasking meetings, and Oxford City Council employs six ASB case managers with areas of responsibility coterminous with LPA neighbourhoods. Staff who participated in workshops described such forums as “essential”.

Tensions relating to the management of ASB cases were identified by ASB officers who felt that, on occasion, incidents were wrongly classified as ASB when they related to crime, traffic or simply “lifestyle” issues. Frustrations were also voiced regarding a tendency for some patrol staff to defer jobs to NPTs without undertaking an appropriate risk assessment.
ASB officers felt the reluctance by some patrol officers to deal with ASB illustrated a lack of connectivity between NPTs and patrol teams on a number of LPAs\(^{264}\).

### 4.1.5 Abstraction and Retention

Neighbourhood teams, which are supposed to be dedicated to preventing crime and anti-social behaviour, are being used to respond to calls for service from the public and to investigate crime. While almost all officers from neighbourhood teams are able to explain what they are doing to prevent crime, officers in 17 forces expressed concern that frequently they are being used to support other teams in responding to emergency calls. This means they are not always available for their core work in neighbourhoods, such as visible patrols and providing reassurance to members of the community. As a result, opportunities to prevent crime might be lost (HMIC, 2014)\(^{265}\).

In Thames Valley abstractions are common and are incentivised by performance targets relating to response policing. Although the level and nature of abstraction from Neighbourhood Policing duties is not measured all focus groups highlighted the requirement to service reactive demand as a barrier to undertaking engagement, visibility and problem-solving activities\(^{266}\), as the following quotes illustrate:

\textit{Neighbourhood policing has become a mere extension of shift} \(^{267}\)

\textit{Unofficially, we get abstracted every day. Officially, depends on the time of the year. During summer months and Xmas, we literally have no NHP at all} \(^{268}\).

\textit{I'm covering shift 3 days in a row next week, officially. If I'm on lates, there's no point in planning in NHP work, because I know I will get pulled into cover shift jobs} \(^{269}\).

An Inspector’s workshop suggested the impact on Sergeants was particularly acute with approximately two days a week spent on supporting the patrol function\(^{270}\). In one LPA, Neighbourhood officers routinely provide a late shift response car to assist patrol teams\(^{271}\). LPA Commanders raised concerns regarding the ability of NPTs to deliver against expectations when faced with an ongoing requirement to provide shift cover\(^{272}\). The use of NPT police officers as a “reserve” for response policing undermines the fourth Priority Based Budget principle:

\...that managers at all levels have access to, and control of, the resources they need to support and protect their communities and be held accountable for delivering against their priorities\(^{273}\).

A dominant emphasis on responding to calls for service in preference to medium term engagement and problem solving undermines the ability of NPTs to realise their potential as the demands of today overpower the needs of tomorrow.

The requirement to balance reactive demand with a proactive approach has been addressed in other forces by developing disposal routes for incidents to reduce the pressures on patrol officers. By triaging calls for service as they enter the organisation Avon and Somerset, Cheshire, Gwent, Hampshire, Cambridgeshire, MPS and West Midlands have reduced workloads for their emergency response function. The approach seeks to resolve calls at the first point of contact, manages public expectations, makes appointments for scheduled attendance and makes referrals to non-patrol functions where possible\(^{274}\).
Recommendation 24: That a triage model is used to reconsider crime attendance and existing CRED functions to help manage “excess demand” by adopting criteria based on HOT principles, solvability and proportionality criteria.

A number of forces have “ring fenced” NPTs to protect them from calls to meet reactive demand (Leicestershire, Lancashire, Gwent and Dorset). In Essex and West Midlands there are two levels of Neighbourhood Team. The first is ring fenced and focused on problem-solving whilst the second has a primary neighbourhood role but is available to support response and short term tasking requirements.

In light of the high levels of police officer abstraction experienced by some NPTs the workshops recognised the importance of PCSOs in providing a consistent presence in neighbourhoods. However, the experience of a number of NPT Inspectors was that many PCSOs do not remain in post for long before joining the police service as a warranted officer, with some new recruits applying to become police officers as soon as they’re in post. There is an increasing trend towards the PCSO role being used as a “gateway” into warranted service resulting in a high turnover of staff. In 2014-15, 30 PCSOs resigned within two years to become a police officer compared with 17 in 2013-14 and 11 in 2012-13 (figure 3).

4.2 Organisation

4.2.1 Integration

The fifth Priority Based Budgeting principle is “to ensure that policing units work in partnership and collaborate between themselves and with other providers in new and innovative ways...” The review found examples of inefficiencies created by LPA functions overly focused on their own functional interests and goals, resulting in poor communication, “hand-offs,” between local policing teams, duplication and localised prioritisation unreflective of organisational strategy. Inspectors, PCSO and Constable/Sergeants workshops all identified the practice of deferring Command and Control logs to NPTs as particularly inefficient when the issue could be dealt with at either point of call or first attendance.
CRED send all ‘by arrangement’ ASB to NPTs. These should be only personal ASB (requiring attendance and risk assessment), and community or environmental ASB where attendance or contact is requested by the caller. For community and environmental ASB a risk assessment is not required but can still be done if deemed appropriate. The review found many incidents closed with incorrect classification which creates an avoidable burden on NPTs and could be avoided if CRED dealt with the incident at the point of call.

A review of ASB logs created between 01/12/14 and 27/02/15 pending an initial risk assessment identified 101 of 193 (52%) had been deferred to NPTs by patrol officers. By investing more time in the first activity the cost and time invested in subsequent activities can be reduced or negated. A contributor to a Constables and Sergeant’s workshop observed:

> The problem with dealing with repeats is when a call comes in that is even remotely ASB related it gets deferred off for NHP to deal with. However, it usually is a few days before the job gets actually dealt with due to days of absolutions etc resulting in the caller making 4/5 more calls. So, we have created a repeat problem by not attending the first job.

ASB officers also drew attention to a tendency for patrol officers to refer what they consider “neighbourhood jobs” to NPTs and identified a need for improved levels of communication. PCSOs and Inspectors forums described the interaction between NPT and other LPA functions as being limited in some LPAs. However, participants in the workshops were positive regarding the impact a shared Patrol and NPT office in Aylesbury has had on the establishment of a “one team” ethos. Similarly, shared briefings in Bracknell Forest LPA were offered as an example of positive cross functional working.

Other forces have found role differentiation to deal with specific areas of frontline policing contributes to the development of organisational silos resulting in dedicated “squads”, CID, Patrol and Neighbourhood officers working in isolation from each other. As a consequence there has been a move towards greater levels of integrated working, such as:

- Joint tasking
- Joint briefings including NPT, patrol, investigators, RPU and Custody staff
- Developmental attachments
- Shared shift patterns
- Shared offices

**Recommendation 25**: That LPAs emphasise a “one team” ethos that seeks to address issues at the earliest opportunity to improve cross-functional communication and avoid “failure demand”.

### 4.2.2 Reprioritisation

The College of Policing has identified a shift from traditional forms of high volume crimes (burglary, vehicle theft and shoplifting) to more complex, high harm crimes (domestic abuse, child sex exploitation, human trafficking/modern slavery and cyber-enabled crime). According to the College ‘...there are new contexts in which crimes are committed that are increasingly coming to the attention of the police...and many are associated with vulnerability, public protection and safeguarding’. The Office of National Statistics estimated that there were 3.7m fraud offences in 2013, many of which are cyber-enabled, and if just bank and credit card frauds were included in the annual rate of victimisation reported by the Crime Survey for England and Wales, the number of criminal offences would increase by
25%. Such crimes are harder to detect, cost more to investigate and present the police with a set of challenges requiring new responses and, in some cases, new skills and resources.

‘New’ and ‘emerging’ crimes are driven by wider, often global trends in socio-economic, demographic and technological changes. These include the globalisation of goods and services, the rapid spread of new forms of communication, an increase in personal mobility and migration, growing income inequality and the fragmentation of families and communities creating new threats and criminal opportunities.

Neighbourhood Policing teams help to improve the police response to vulnerable people. A recently published College of Policing report shows the number of reported public safety and welfare (PSW) incidents in the six forces that provided data on such incidents had all increased. In five of them, they had become the largest category of reported incidents, larger than crime and anti-social behaviour incidents, despite a fall in the number of calls overall. Vulnerable child and adult referrals and domestic abuse referrals have all increased as have incidents involving mental health issues. The latter in particular takes up a considerable amount of police time, with 15%-20% of all incidents linked to mental health.

Historically the prioritisation of the police response to an incident has been on the basis of crime type. However, the experience of crime categorised within the same crime type for recording purposes can impact on individual victims very differently, and require a very different response. Consequently forces have begun to use an assessment of vulnerability to inform their response. For example, the Metropolitan Police have developed the Merlin database to understand the vulnerability of individuals and Hampshire uses its call management function to collate information relating to vulnerability. Greater Manchester Police identifies how it will respond to demand by considering levels of harm, opportunity and threat (HOT), which in turn identifies the urgency and type of response required. Similarly, Staffordshire Police use the THRIVE (Threat, Harm, Risk, Investigation Requirements, Vulnerability and Engagement) principles to help staff to decide how best to resolve a call. The aspiration is to resolve as many calls as possible at the point of contact to reduce demand on other areas of business.

Workshops identified tensions between an organisational focus on vulnerability and a requirement to be responsive to the needs of neighbourhoods identified through community engagement. One officer asked “how can I work towards risk in managing homicide, when all that my community is worried about is speeding and parking?” Another commented:

> Not a single person in my neighbourhood has raised CSE, violent crime or even burglary as an issue. How can I justify to them then that I am a Neighbourhood officer working to resolve their priorities of ASB, vandalism, parking when my PDR says that I need to do work to solve violent crime and burglary.

Visibility and engagement are critical to achieving a shift towards prioritised problem solving. It would be in inappropriate for the police to dictate their plans to the public without consultation; nor would it be desirable to persuade people to care about, for example, cybercrime rather than littering. However, local officers who know their neighbourhoods should be able to guide problem solving and focus resourcing on areas of highest need. This requires good communication skills and the careful building of trust with the local community.

Recommendation 26: That NPTs are supported in managing public expectations to ensure activity is focused against areas of highest need.

4.2.3 Briefing and Tasking
Analysis

If NPTs are to deploy efficiently they should be informed by tools capable of making accurate forecasts. The review highlighted a lack of demand focused analytical support to inform and prioritise NPT intelligence-led problem solving activity. An Inspector noted that as a consequence NPTs have a tendency to skip the Scanning and Analysis steps within SARA and just respond. When analytical products were shared with NPTs contributors felt they reflected an assumed requirement relating to burglary trends and violence as opposed to "scanning" activity identifying demand “sink holes” and vulnerability. NPT Inspectors expressed an opinion that meeting neighbourhood policing requests for analytical support was “a long way down the list of priorities for AIT.”

Review participants felt that the absence of data to inform and assess the effectiveness of problem solving activity can result in either the self-identification of inappropriate issues and/or disproportionate responses. Scarce analytical support was also identified as compromising the ability of NPTs to adopt Evidence Based Policing approaches to effectively assess the impact of policing activity on a specific problem.

Some forces have developed an ability to automate analytical functions to dynamically support, direct and evaluate the effectiveness of NPT interventions. Leicestershire’s use of iR3 technology supports the targeting of high demand locations by linking historical and live tracking technology, hotspots and mapping to free up analysts and optimise officer patrol time. The comprehensive Metropolitan Police Predictive Trial dynamically analyses demand and crime data to inform the deployment of officers and staff and it is recommended that consideration is given to adopting this approach pending the formal evaluation of the pilot.

Recommendation 27: That, following the evaluation of the Metropolitan Police’s Predictive Trial, consideration is given to a Thames Valley Police pilot.

Crime

In Policing in Austerity – Meeting the Challenge (2014) HMIC expressed concern that the volume of crime investigations allocated to NPTs could negatively impact on available capacity to undertake engagement and problem solving activity. Focus groups consistently highlighted the impact of all-crime attendance (ACA) and allocation policies:

*We are snowed in with low level ACAs with no lines of enquires e.g. theft of wheelie bins.*

*All crime attendance is frustrating. To file a criminal damage to a plant pot crime in Homebase takes a lot more effort that it warrants.*

*Even my PCSOs are reacting to the demands of all-crime attendance, going from one job to the other.*

*NHP seems to get allocated all kinds the crimes via workflow, with no clear remit of what crimes NHP should and shouldn’t deal with.*

A review of 718 offences attended by PCSOs in a single LPA between April 2014 and March 2015 highlighted that only one (0.14%) resulted in a detected offence.

Analysis of data on the allocation of crime investigations shows that PCSOs are responsible for the largest proportion of vehicle crime (52%), criminal damage (35%) and burglary non-dwelling offences (36%) (figure 4), but they receive limited investigation training. However, it is the patrol function that carries the greatest investigative burden. In light of the reduced
PCS0 establishment and to identify potential opportunities to reduce excess demand it is proposed the proportionality and solvability methodologies adopted by Greater Manchester, Staffordshire, Lancashire and West Midlands are considered in respect of the allocation of investigations to officers and staff.

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<th>Crime Type</th>
<th>Local CID</th>
<th>Nhd PC</th>
<th>Patrol PC</th>
<th>PCSO</th>
<th>NOT_ALLOCATED</th>
<th>Other</th>
<th>Total</th>
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<tr>
<td>Vehicle crime</td>
<td>8.60%</td>
<td>14.40%</td>
<td>17.80%</td>
<td>52.40%</td>
<td>4.90%</td>
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<td>100.00%</td>
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<td>Violence against the person</td>
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<td>8.40%</td>
<td>66.50%</td>
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<td>0.40%</td>
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<td>Sexual Offences</td>
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<td>14.90%</td>
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<td>31.70%</td>
<td>34.90%</td>
<td>13.00%</td>
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<td>17.80%</td>
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<td>Burglary Non Dwelling</td>
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<td>11.10%</td>
<td>33.40%</td>
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</tbody>
</table>

Figure 4: Investigation allocation 01/10/13 to 31/03/14

Recommendation 24: That a triage model is used to reconsider crime attendance and existing CRED functions to help manage “excess demand” by adopting criteria based on HOT principles, solvability and proportionality criteria.

Vulnerability

Neighbourhood teams are involved in managing risk across a number of areas relating to vulnerability including missing persons, mental health, CSE and domestic violence, which is often informed by repeat data\textsuperscript{300}. Workshops identified potential for a greater focus on exploitation relating to learning disabilities, the elderly, homelessness, human trafficking and prostitution\textsuperscript{301}. However, although the Priority Based Budgeting process suggests officers spend 21% of their time undertaking safeguarding activity, the absence of safeguarding training presented a potential risk\textsuperscript{302}. There is also insufficient clarity regarding the organisation’s expectations of NPTs when undertaking this function\textsuperscript{303}. LPA commanders emphasised Neighbourhood teams manage multiple and conflicting priorities and expressed a desire for specialist departments to consider the opportunity cost of force wide initiatives necessitating NPT delivery\textsuperscript{304}.

Briefing

The Neighbourhood Review found inconsistency in respect to the way NPTs were briefed. Although most contributors recognised the benefits of supervisor led team briefings to prioritise, filter and allocate work, geography and shift patterns often necessitate self-briefing\textsuperscript{305}. Officers and staff who self-briefed highlighted how time consuming the exercise was owing to the number of independent systems requiring interrogation\textsuperscript{306}. Some LPAs ensure NPTs are briefed as a team on a weekly basis.

The Review found mixed support for Patrol Plans which were considered to be a means of compensating for the absence of the physical presence of a supervisor\textsuperscript{307}. There was support for a more intelligence led approach to address identified neighbourhood problems that could be subject to assessment.

Shift pattern
Interviews and focus groups identified a strong desire to review the NPT shift patterns. Staff at all levels highlighted difficulties associated with members of the same team working different shift patterns. PCSOs and Constables commented on the lack of day to day support from peers and supervisors, supervisors stated they felt distant from their staff and Inspectors recognised the difficulties the shift pattern presented to their teams. LPA Commanders expressed concern the pattern has separated the most junior staff from their supervisors when NPTs carry greater safeguarding and risk responsibilities. In light of the demands on NPTs it may be necessary to sacrifice day to day cover in favour of improved support for officers and staff, maximising visibility at key times and problem solving.

Three LPAs are trailing alternative approaches. In Bracknell Neighbourhood Supervisors and Sergeants share a four week pattern with PCSOs and Constables. Start and finish times have been adjusted to accommodate joint briefing, but otherwise the pattern remains as is supported by four Sergeants. In Reading, neighbourhood supervisors in two neighbourhoods have moved to the PCSOs and Constables four week pattern. They have two subgroups which overlap, instead of four each as under the previous approach. The two neighbourhoods are overseen by a single Inspector. In Oxford City Centre there are three teams working across a three week pattern with supervisors aligned to each team.

**Recommendation 28:** That NPT shift patterns are reviewed to identify optimal approaches for Local Policing Areas.

### 4.3.4 Operating Model

The Neighbourhood Policing strategy can only be delivered if sufficient capacity is protected from demand-led policing requirements. The review has therefore sought to encourage an approach that manages the following types of avoidable demand:

- Excess demand
- Preventable demand
- Shunt demand
- Failure demand

There is also a need to consider how resources might be best configured and deployed to support neighbourhood policing whilst ensuring reactive policing requirements are met. Efficiency has been a constant recent theme in policing, with debate about the relative merits of methodologies such as ‘lean’, ‘six sigma’ and ‘value chains’, with their roots in private sector organisations with rigid, vertical lines of accountability. Problems arise when these methodologies are rigorously applied to complex systems involving public sector, multi-agency partnerships that do not easily conform to neat models. Nevertheless, business process re-engineering and lean approaches can offer some insight into securing efficiencies for more structured and organisationally contained policing activities.

The review has identified three requirements to support the evolution of the current Local Policing Model:

- Any model should exploit the grey areas between silos by encouraging the operational front line to think and act more horizontally.
- A capability with a medium to long term orientation should not work in an environment where it can be tasked by functions focused on responding to immediate emergency demand.
Organisational form should follow function. The location of each capability in
the structure should support the ability to make decisions within the domain and
perform activities for which it is accountable without unnecessary encumbrance.

One way of managing complexity within Local Policing is to break down the range of
organisational functions and the issues and needs LPAs respond to into different categories.
Within LPAs there are three broad categories of activity: Patrol, Investigation and
Neighbourhood Policing. The establishment of three basic functions for local policing reflects
the approach adopted by a number of other forces including Avon and Somerset, Hampshire
and Leicestershire. It is intended to offer an example for consideration that has the potential
to inform the future delivery of local policing in Thames Valley, through the development of
the Priority Policing Model, by realising efficiencies to meet funding pressures and allow
for the delivery of the Neighbourhood Policing Strategy.

The model is enabled by a “one team” ethos supported by joint briefings and shared
workspace where possible. At the LPA level there are three basic units, a reduced patrol
function, increased investigative function comprised of uniform officers, detectives and
Police Staff Investigators and a Neighbourhood Policing function resourced by uniform
officers, PCSOs and police support staff. At the force level introduction of a process to
appropriately address, filter and manage demand at the “point of entry” is considered critical.

“Demand Management” function

This function performs the following activities:

- Resolves calls at first point of contact where possible
- Makes appointments for scheduled attendance
- Records crime and non-crime from the public
- Makes appropriate referrals where possible to non “patrol” functions

There is a requirement to resource this activity with suitably experienced staff and ensure a
clear understanding of organisational policy and standards in respect of calls for service from
the public and partner organisations. The following benefits are anticipated as a result of the
establishment of the capability:

- Improved public experience and satisfaction from early resolution of the call
- Where the call cannot be resolved, increased certainty of police attendance
  through a defined appointment
- Better expectation setting and understanding of next steps for the caller

The effectiveness of the triage function is likely to be enhanced through the use of
supporting Information Technology that ensures organisational standards are consistent; a
review of “all crimes attendance” and the potential application of a proportionality and
solvability matrix (recommendation 24).

Offences should not be referred onwards to other units based on crime type alone and
“HOT” principles (Harm, Opportunity and Threat) could be adopted to inform the prioritisation
process (recommendation 14). The value offered by this process could be assessed using
the following diagnostic measurements:

- Quality assurance of grading profiles
- % of unnecessary logs which could be signposted/resolved at the first point of
  contact
- % of logs booked onto Quest appointment that could be dealt with by telephone
• % of offences filed at source (dependent on “all crimes attendance” review)

Elements of this approach are currently adopted in Surrey, Hampshire, West Midlands, Greater Manchester, Avon and Somerset and the Metropolitan Police.

**Figure 5: Operating Model Summary**

**Patrol**

The operating model envisages a reduced Patrol establishment limited to performing the following:

- Attendance at incidents given an urgent or early response grading
- Proactive tasking and hot spot patrol activity
- The primary investigation of crime to a corporate standard
- The primary investigation of medium & high risk missing persons
- 15% of prisoner processing (i.e. overnight/drink drive etc)
- Provide the force reserve to meet spontaneous mobilisation requirements
- Work to "soft" boundaries supported by AVLS technology

Patrol officers are key to supporting the investigative process and this model recognises that a high quality primary investigation, delivered promptly on first attendance, is essential. Patrol officers, acting as primary investigators should:

- Confirm that an offence has occurred and establish the nature of that offence
- Secure and preserve any evidence
- Provide support to the victim/caller and other witnesses.
The approach requires officers performing patrol activity to conduct a thorough investigation, identify positive lines of enquiry, identify vulnerable victims and witnesses, and ensure appropriate safeguards and referrals are made. The restructured patrol capability could yield the following benefits:

- Improved response times and service to the public
- Higher quality primary investigations
- Greater public satisfaction

The following metrics could be used to measure the effectiveness of a restructured patrol function:

- % of detections where the primary detection factor is “caught in the act”
- % of missed early and immediate graded incidents by time
- % of incidents officers self-deployed to
- Quality of primary investigation by team (Good/Satisfactory/Requires rework)

Elements of this approach are currently adopted in Hampshire, Leicestershire and Avon and Somerset Constabularies.

**Investigation**

The Review identified that a significant proportion of LPAs have established prisoner handling units using CID or patrol staff. The proposed operating model proposes the establishment of an enhanced LPA level investigative capability through merging local CID teams with “top sliced” resources from the Patrol and Neighbourhood functions. The creation of mixed economy teams to undertake QUEST responsibilities, prisoner handling and investigation work presents LPAs with an agile capability that can flex across different functions in response to changing demand (Action Fraud enquiries). The establishment of Investigative Teams has the potential to deliver the following benefits:

- Improved solve and resolve rates
- More timely crime investigation owing to reduced crime backlogs and investigation length
- Victims kept informed of progress in a timely manner
- Improvement in file quality
- More appropriate prisoners referred by Patrol/NPT
- Officers become more skilled investigators/interviewers

The following metrics could be used to assess the effectiveness of this element of the model:

- % of open crime carried by investigators against other teams
- % of open crime being investigated less than 20 days old
- % of open crime being investigated over 160 days old
- Detection rates
- % of prisoners dealt with by investigation team
- Length of time suspects are on bail
- % positive disposal rates
- Number of suspects on bail
- Free appointment slots per month
- % of routine logs booked for an appointment
Neighbourhood

The operating model requires a reduced Neighbourhood Policing function that is ring fenced as much as possible to minimise abstractions. The focus of NPT activity should therefore be:

- Identifying and protecting the vulnerable
- Visible patrol in crime/ASB hotspots
- Targeted community engagement and feedback
- Problem solving and prevention
- Building community resilience through volunteers and community groups
- Support for cross agency interventions (e.g. Families First)

Anticipated benefits arising from this approach include:

- Dedicated officers not abstracted from the community
- Focus on long term problem solving to reduce future demand
- Greater consistency in targeted engagement and problem solving
- Consistent community feedback illustrating improved levels of satisfaction and confidence

Summary

It is proposed consideration is given to the potential viability of an approach that involves the establishment of an enhanced “investigation” function within LPAs. If appropriate, it is recommended baseline data is captured ahead of the initiation of any pilot to enable both the appropriate weighting of the different capabilities and to evaluate the effectiveness of the model against clear success criteria.

Recommendation 29: That consideration is given to the viability of the model and if appropriate baseline data is captured ahead of the initiation of any pilot to enable the “weighting” of different capabilities and to support evaluation.

If the Neighbourhood Policing Strategy is adopted by Thames Valley Police (recommendation 2) the structure of Neighbourhood Policing and Partnerships should be modified to support delivery. It is proposed that the PBB process scheduled for 2015-16 will present a vehicle to support this.

Recommendation 30: That if the Neighbourhood Policing Strategy is adopted the mandate and structure of Neighbourhood Policing and Partnerships should be modified to support delivery.

4.3 Outputs and Outcomes

When you can measure what you are speaking about, and express it in numbers, you know something about it; but when you cannot measure it, when you cannot express it in numbers, your knowledge is of a meagre and unsatisfactory kind. It may be the beginning of knowledge, but you have scarcely, in your thoughts, advanced to the stage of science (Lord Kelvin, 1883).\(^{316}\)

Unlike “crime fighting,” the focus of Neighbourhood Policing tends to be long-term rather than short-term. Current performance frameworks, which primarily use “hard” measures of such as crime recording and detections, are the primary drivers of force activity and neither
adequately capture of outcomes nor benefits of Neighbourhood Policing. As a consequence there is no real evaluation of the effectiveness of Neighbourhood Policing at the local level making it difficult to demonstrate its value to the wider organisation and contributing to perceptions of low productivity\(^{317}\). Part of the challenge lies therefore in making a case for retaining frontline officers and PCSOs in neighbourhood work and establishing measures to track progress against organisational goals, identify opportunities for improvement and compare performance against standards.

Measuring Neighbourhood Policing also plays a key role in focusing partnership activity\(^{318}\). The main reasons why better outcome measures are required are to:

- Ensure commitments have been met
- Set realistic objectives and meet them
- Provide standards for establishing comparisons
- Provide visibility for LPAs to monitor their own activities
- Highlight problems and determine areas for priority attention
- Provide feedback for driving the improvement effort

There is a cost to measuring the outputs and outcomes of Neighbourhood Policing activity. This should be captured to assess the effectiveness of the strategy\(^{319}\) against the “price of non-conformance”\(^{320}\), arising from failure demand (not dealing with the issue at the earliest opportunity), excess demand (inappropriate expectations) and preventable demand (repeats and prevention activity)\(^{321}\). It is therefore important to establish metrics within the proposed Neighbourhood Policing work streams of Visibility, Engagement, Problem Solving and Building Resilience that resonate with both to the HMIC PEEL inspection process and support the delivery of the Serious and Organised Crime and Contest Strategies.

**Visibility**

Evidence suggests that targeted foot patrol has a positive impact on public perceptions of crime, confidence in the police, and feelings of safety, and can lead to reductions in crime\(^{322}\). The establishment of Vulnerable Locality Indexes offers the opportunity to task officers and PCSOs to focus visibility (as well as problem solving and preventative activity) in the most vulnerable areas. The introduction of APLS and AVLS technology and geo-coded mapping enables the organisation to measure both the degree to which neighbourhood policing resources are visible in the right locations at the right times and the extent to which officers and staff are generally “visible” in the community. Cambridgeshire, Cheshire, South Wales, West Midlands and the Metropolitan Police are developing this approach. It is suggested that police visibility enhances legitimacy\(^{323}\) and therefore the following Neighbourhood Policing should be adopted to measure and drive visibility related activity:

- Time spent in identified hotspots at key times
- Time spent on visible patrol in allocated neighbourhood

**Engagement**

There remains an emphasis on engagement as a way of telling people helpful information or finding out what the public want the police to do. Often this is connected with outcomes such as raised confidence and satisfaction. These should not be seen as the only end game for engagement but rather a step towards developing social capital and collective efficacy in neighbourhoods where its absence is creating risk and vulnerability.

The ability to establish performance measures in respect to engagement is challenging. The perceived value of engagement activity undertaken by NPTs could be measured by the
degree to which members of the public participate in Have Your Say events. If recommendation 7 (that NPTs develop Twitter accounts at “sector” level as a standard) is adopted, the number of physical and on-line attendees at meetings could be recorded. Similarly, if recommendation 6 (that NPTs utilise COSAIN and/or Hootsuite to support understanding of the effectiveness of community engagement, reassurance and the building of trust) is supported, the number of followers for each NPT Inspector’s Twitter account would give an indication of the extent of local Police-community engagement. But the establishment of a TV Alert membership representative of the diverse communities served by Thames Valley Police presents an opportunity to facilitate intensive engagement activity targeted at particular groups (including the hard-to-reach) and low cost surveys could be used to measure improvements in confidence, satisfaction and legitimacy. Confidence in policing could also be indicated by an increase in the public reporting of hidden crime types such as hate crime, domestic violence and exploitation offences. Community engagement enhances police legitimacy and it is proposed the following measures are adopted to support this activity:

- Proportionality of TV Alert coverage against populations identified within the Vulnerable Localities Index
- Average number of real and virtual attendees at Have Your Say meetings
- Number of Twitter followers per NPT Twitter account
- Levels of publically reported hidden crime types
- Rolling-survey responses relating to confidence, legitimacy and satisfaction

**Problem-solving**

It is important to demonstrate the value of problem solving activity undertaken by NPTs, feed this back to communities and ensure the benefits are recognised within the organisation. However, Strategic Performance data currently focuses on crime which, following studies by Surrey and Lancashire Constabularies, was found to represent only 15% to 20% of officer workload. Consequently new tools and techniques are needed to support a focus on demand management. These include predictive tools to understand, predict and measure the scale of cost avoided through demand management interventions. Organisations such as the Early Intervention Foundation offer examples of good practice.

The first and last Peelian Principles highlight the importance of preventative policing stating that; “the basic mission for which the police exist us to prevent crime and disorder” and; “the test of police efficiency is the absence of crime and disorder”. Problem solving has the potential to improve both police effectiveness and efficiency. It is therefore proposed the following Neighbourhood Policing measures are adopted for problem solving:

- Estimated level of threat following intervention
- Estimated number of calls for police service following intervention
- Estimated officer and staff hours saved as a result of intervention

**Building resilience**

The new strategy proposes the establishment of community participation to support the co-production of community safety should be a key objective and considered elements in enhancing the effectiveness and legitimacy of policing. Success measures relating to the development of community resilience can be indicated by the numbers of citizens supporting the police in terms of their productive deployment, the sections of the community from where they are recruited and the extent to which they influence the organisation. The following Neighbourhood Policing measures are proposed to measure community resilience:
- Numbers of schemes such as Neighbourhood Watch, Street Watch, Street Pastors
- Numbers and make up of people involved in community volunteering
- Numbers and make up of volunteers involved in (and applying for) Special Constabulary, Police Support Volunteers and Volunteer Police Cadets

There is a rational requirement to establish performance measures relating to primary values such as democratic policing, procedural fairness and inclusion to complement well established processes for recording crime. A balanced scorecard recognises the limitations of single themed short-term organisational measurements. The Neighbourhood Policing scorecard reflects the key elements of the strategy and presents the identified performance goals. It is proposed that this approach is considered as a means of understanding and presenting Neighbourhood Policing activity.

Recommendation 31: That a balanced scorecard is used to understand the contribution and value of Neighbourhood Policing.

![Figure 6: A balanced scorecard for Neighbourhood Policing](image)
5. Conclusions

The purpose of this Neighbourhood Policing Review is to contribute to the development of safer neighbourhoods across Thames Valley by:

- focusing on problem solving and repeats to reduce demand and manage risk
- maximising opportunities to reduce bureaucracy and improve efficiency
- ensuring effective and targeted community engagement includes under represented and vulnerable groups
- streamlining consultation processes, using technology to assist where possible
- developing the skills of NPTs to maximise their ability to deliver against force priorities
- ensuring NPTs are well briefed by means of tasking and patrol planning
- building capacity within and across neighbourhoods
- ensuring appropriate partnership working and voluntary sector engagement

Whatever the outcome of the May 2015 election senior police leaders will need to continue to ensure their organisations are locally responsive to communities. They will need to achieve further economies through alignment with neighbouring forces, demand management and the prioritisation of the deployment of reactive resources.

There is a requirement for a better understanding of demand for policing services and the degree to which different activities absorb resources that is not limited to recorded crime. This information should inform early intervention, proactive problem solving and preventative activity focused on reducing vulnerability and protecting the public. The ability to articulate inputs, outputs and outcomes to demonstrate the broad social value of policing activity is essential to addressing the challenges arising from rapid social, economic and demographic changes. The identification of causal links between activity and the avoidance of harm that would otherwise be presented as reactive demand is key to informing the allocation of resources.

To avoid a shift away from Neighbourhood Policing some forces have analysed demand and restructured the organisation to align resources against risk, harm and threat. This approach has involved the adoption of systems thinking to consider the interactions of different functions to deliver efficiencies and avoid reductionist silos. The application of the approach offers the opportunity to retain key functions and enhance organisational agility by redesigning the way Patrol, Neighbourhood Policing and Investigation activities are performed.

In an era of diminishing resources, there is growing pressure to protect reactive Patrol and Investigation functions at the expense of Neighbourhood Policing, or alternatively use Neighbourhood Policing Teams to carry out more reactive duties. Unlike crime fighting, its focus tends to be long-term rather than short-term and the demands of today overpower the needs of tomorrow.

If Neighbourhood provision is withdrawn the public may start to feel the police are not visible or engaged with the community, that they are less able to perform the kind of policing that deals with local problems and are not meeting public expectations. There is a requirement to utilise efficiencies to sustain Neighbourhood Policing and ensure the local service offered to the public is maintained to the greatest level possible.

The main focus of the drive for efficiency in policing has been simplifying processes, reducing complexity and multi-skilling staff. However, it is only possible to go so far with
incremental savings and traditional “more with less” approaches. The challenge to policing is
to do different, more effective things with fewer resources. In the past agencies have seen
individuals and communities through the distorting lens of different statutory duties,
organisational norms and professional cultures. There is a requirement to develop a
coherent partnership approach to interventions which achieve real and sustainable
outcomes as an alternative to numerous and conflicting outputs.

The Neighbourhood Review proposes a four point strategy, enabled by partnership, to
support the management of demand and risk. The approach supports the HMIC PEEL
agenda, can be described as a subset of a boarder “prevent” approach and is comprised of
the following strands:

- Visibility
- Engagement
- Problem-solving
- Building resilience

Visibility and engagement are critical to effective problem solving. A democratic approach to
demand reduction involves listening to the local community and involving them in a two-way
correspondence. Local officers who know their neighbourhood well are invaluable in this regard.
They are able to guide problem solving and focus resourcing on areas of highest need. This
requires good listening skills and the careful building of trust with

A shift towards a greater focus on prioritised problem-solving, enabled by partnership
working, hotspot policing and targeted patrol presents opportunities to address preventable
demand. Complex cases, for example those with repeat or vulnerable victims, require
complex solutions and specialised resources. The use of generic resources to address multi-
faceted problems is unlikely to be efficient. NPTs are well placed to identify the vulnerable
and reduce harm in a directed manner but the role needs to be clearer and more defensible.

The pressure to save money is creating an environment in which police and other
stakeholders are required to reconsider the way in which they respond to local needs. The
development of community resilience through co-production is an important way of reducing
demand for services. The police and other public services should move from a deficit model
focusing on what people don’t have and can’t do to one which takes as its starting point that
almost everyone has capabilities which they can use to improve their quality of life and that
of others.

Nevertheless, there remains a role for supply side efficiency approaches to ensure provision
of resource to focus on the medium term reduction of demand. The establishment of
capacity through the application of business process re-engineering methodologies to
establish lean demand-led capabilities is necessary to enable the delivery of the
Neighbourhood Policing Strategy. The review therefore proposes the modification of the
Local Policing Model, an investment in county level leadership capacity and the
establishment of a “balanced scorecard” for Neighbourhood Policing.

The Neighbourhood Review seeks to challenge the traditional idea that change equals risk.
It is only by trying new approaches that policing will break free of the trap of trying to do
more with less but in effect doing the same only worse. Austerity will continue. The
approaches of the past - pumping in more money, driving up performance through complex,
costly processes and reducing ‘supply’ side costs through increased efficiency - will either no
longer be possible or will be unable to deliver the necessary savings. The ‘low hanging fruit’
has been picked. The problem with ‘supply side’ management of costs is that most changes
only achieve finite savings.
The 'rediscovery' of neighbourhood policing and the self-evident truth that policing is better delivered locally, in partnership and with communities remains at the heart of the British policing model. It is at risk but there is a pressing need to continue to invest in what is the most visible dimension of policing by consent and avoid a retreat to reactive, response-oriented approaches that are unlikely to meet 21st Century challenges and expectations.

**Summary of recommendations**

1: That a Vulnerable Localities Index is adopted to better understand demand for policing. The approach should be supported by a tool to identify vulnerability at the neighbourhood level by capturing individuals and locations that repeatedly come to the notice of police for a range of incident-types, crime and non-crime reasons.

2: That Neighbourhood Policing is recognised as “core business” and supported by a strategy, enabled by partnership, based on Visibility, Engagement, Problem-Solving, and Building Resilience.

3: That hotspot mapping, geo-fencing, tracking technology and predictive policing informs the Contact Management Programme requirement to inform, evidence and enable value from focused patrol activity.

4: That Have Your Say meetings are better publicised, less frequent, more formal and utilise social media to ensure greater levels of community engagement.

5: That NPTs develop Twitter accounts at “sector” level as a standard.

6: That NPTs utilise COSAIN and/or Hootsuite to support understanding of the effectiveness of community engagement, reassurance and the building of trust.

7: That consideration is given to the establishment of TVP Twitter accounts in other commonly spoken languages.

8: That data from the Vulnerable Localities Index (recommendation 1) is mapped against TV Alert coverage to inform a corporate approach to targeted engagement activity involving the Intelligence and Corporate Communications teams.

9: That a more corporate approach is taken to populating Neighbourhood webpages giving consideration to a "you said – we did" format.

10: That the Vulnerable Localities Index (Recommendation 1) supports the development of CTLPs and SOC LPs to ensure clarity regarding the preventative role of NPTs in respect of demand management, cybercrime, Serious and Organised Crime and Terrorism.

11: That consideration is given to the establishment of a senior leadership role at the county level to support partnership working, service delivery and management of operational risk.

12: That the use of CSAS is further encouraged to enhance partnership working, aid problem solving and build local capacity.

13: That the value offered by a web based information sharing application to partnership working is explored.
14: That TVP adopt a corporate approach to the prioritisation of NPT problem solving activity using “HOT” principles.

15: That the links between Neighbourhood Policing Teams and Cadet schemes are formalised by NPT staff undertaking some Cadet Leader roles.

16: That the links between LPAs and Neighbourhood Watch are formalised and strengthened.

17: That Thames Valley Police develop a Citizens in Policing strategy to support a holistic and coordinated approach to volunteers.

18: That consideration is given to piloting the collective efficacy approach in a challenging neighbourhood identified by the Vulnerable Localities Index (recommendation 1).

19: That resources are allocated to Neighbourhood Policing functions based on a Vulnerable Localities Index (recommendation 1).

20: That current training and CPD products are reviewed following the establishment of a strategy for Neighbourhood Policing.

21: That consideration is given to the establishment of a continuous professional development process for PCSOs.

22: That PCSOs and police officers receive specialist NHP training.

23: That the schools officer role is reviewed to ensure a level of consistency in respect to resource allocation, programme delivery, investigatory responsibilities, tasking and training.

24: That a triage model is used to reconsider crime attendance and existing CRED functions to help manage “excess demand” by adopting criteria based on HOT principles, solvability and proportionality criteria.

25: That LPAs emphasise a “one team” ethos that seeks to address issues at the earliest opportunity to improve cross-functional communication and avoid “failure demand”.

Recommendation 26: That NPTs are supported in managing public expectations to ensure activity is focused against areas of highest need.

27: That, following the evaluation of the Metropolitan Police’s Predictive Trial, consideration is given to a Thames Valley Police pilot.

28: That NPT shift patterns are reviewed to identify optimal approaches for Local Policing Areas.

29: That consideration is given to the viability of the model and if appropriate baseline data is captured ahead of the initiation of any pilot to enable the “weighting” of different capabilities and to support evaluation.

30: That if the Neighbourhood Policing Strategy is adopted the mandate and structure of Neighbourhood Policing and Partnerships should be modified to support delivery.

31: That a balanced scorecard is used to understand the contribution and value of Neighbourhood Policing.
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