Local Policing and Confidence
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The purpose of this guide

This guide brings together the numerous guides and summaries that have been produced by our team over the last three years into one e-document that can be easily searched by the reader, while remaining up to date and relevant in a changing policing landscape.

It is intended to support forces from Chief Officer level through to delivery level in sustaining and embedding local policing. Local policing remains a central element to all forms of policing, from the neighbourhood to the national, from tackling anti-social behaviour to combating serious criminal organisations. If the police are to make a difference, we must address perceptions of trust in and legitimacy of the police service as well as providing ways of engaging with individuals, families and communities in order to deliver community based, appropriate and agreed outcomes. Local policing will always remain the key to satisfaction and confidence. Local policing is the face of policing, and done well will build the legitimacy of the police to undertake their work, provide a better service and encourage communities to become actively engaged with making their communities safer. As well as this link to improved confidence, local policing contributes significantly to the efforts to tackle serious and organised crime, terrorism and domestic extremism.

Further guidance on improving confidence can be found in The Public Confidence Route Map.
How to use the guide

A number of hyperlinks have been provided within the document, so that it is easier to jump to the parts that interest you most and links are also provided to external websites. We cannot take any responsibility for the content of these external sites.

If you are reading the WORD version: Hyperlinks are underlined, and the cursor will bring up a tip box, with ‘CTRL + click to follow link’ when hovered over them – clicking the left mouse button whilst pressing the ‘Ctrl’ button (bottom left of most keyboards) will take you to the link’s destination.

If you are reading the PDF version: Cursor will change to a pointing hand when over a link – click left mouse button to follow it. Navigate back and forth using small arrows on toolbar. There is also a link to the contents page at the beginning and end of each section.

Each section of the guide has a nominated owner, who will be responsible for ensuring it is regularly updated – their names are at the end of each section and in the appendices at the end of the guide.

Please contact them if there are issues you wish to discuss, contributions you want to make, or if links in their section do not appear to work.

We do not intend to produce any printed copies of this guide, but readers can print out sections that are of particular interest to them.
Hallmarks and Principles:

Citizen Focus Introduction
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Citizen Focus Introduction

Citizen Focus Policing means:
A way of working in which an in-depth understanding of the needs and expectations of individuals and local communities is routinely reflected in decision-making, service delivery and practice.

The outcomes of this way of working are summarised in the ACPO vision:

“A policing service that secures and maintains high levels of satisfaction and confidence through the consistent delivery of a first class policing service that meets the needs of individuals and of communities and provides a service that people value.”

ACPO Citizen Focus Business Area 2008
Police forces are changing the way policing services are provided in England and Wales – becoming more focused on the needs of citizens.

The ultimate aim of citizen focus is to provide consistently effective, efficient policing services that are flexible to the needs and priorities of people who use them or are affected by them.

To achieve this, the design and delivery of services need to be informed and shaped by the way the user perceives them.

How an organisation is led and managed is important in influencing how much the users’ perspective can drive service improvements – and therefore how effective the implementation of a citizen focused approach is.

Improving public confidence in the way that local public services deal with the issues that matter to local people is a key priority for the police service.

What drives public confidence in the police and what impacts on it is complex. Research shows that dealing with what matters to local people is just one of a number of factors that need to be in place for people to believe that their local police are doing a good job.

Neighbourhood policing brings increased police visibility, improved public engagement and effective problem solving – delivered properly it will increase the confidence that local people have in their local police.

People’s satisfaction in the contact that they have with the police is also a factor that can affect how confident they are with the police.

Increases in public satisfaction are evident in relation to call handling and victim and witness care, following the introduction of consistent delivery standards and other improvements in management and training.

Satisfaction with the overall victim experience, however, does not reflect these improvements, indicating we need to make changes in all areas of the business.

These changes are intended to improve the quality and effectiveness of the service we provide and improve how safe people feel and actually are – leading to improved public confidence in the police service as a whole.

Reference has been made to research documents, the HMIC Developing Citizen Focus inspection reports and effective practice identified in forces and other organisations to identify the characteristics of good citizen focused organisations.

These have been placed in a simple framework to provide a structured approach to how an organisation can be managed to ensure the effective implementation of Citizen Focus across the police service.

This framework is based upon 4 hallmarks under which the qualities of a Citizen Focused organisation can be presented.

These Hallmarks are summarised and detailed in the following sections of this guide.
Use of the Hallmarks together with the five enablers from the Business Excellence Model supports the successful implementation of citizen focus policing.

The five enablers are:

**Leadership**
Vision, priorities, commitment;

**Communications** — Medium and message, engagement;

**People** — How well they are equipped to perform their task;

**Partnerships** — Formal alliances, collaborations and other helpers; and,

**Processes**
Systems, decision-making.

This model, in conjunction with the Hallmarks, enables the benchmarking of activity and the use of effective practice from other organisations and forces within a structured format.

The diagram below illustrates how the enablers and Hallmarks fit together to drive Citizen Focus performance:
Citizen Focus Hallmarks – Summary

Understanding People

• Understanding the people a force serves.
• Understanding staff, and the internal culture of the force.
• Understanding partners, stakeholders and regulators – their differing influence, motivation and levels of co-operation.

Understanding Services

• Staff understanding the force vision and values and their contribution to achieving them.
• Understanding the quality of the service expected and delivered from the public perspective.
• Staff understanding what services are provided by the organisation and the standards expected of them in developing and delivering them.
• Leaders and staff understanding how their area of work impacts upon the overall experience that individuals have with the organisation.
• Clarifying responsibility and accountability with partners to align services and make them as effective as possible.
• The public understanding what services the police deliver, how to access them and what standard of service they can expect.
Citizen Focus Hallmarks – Summary continued

Designing Services

• Considering the actual or potential impact of services on people as part of the service design and review process.

• Providing opportunities for staff, the public and partners to be involved in decision-making processes at appropriate levels.

• Giving staff, the public and partners access to relevant information and the support necessary to be effective in their involvement.

• Co-ordinating public engagement activity with partners.

• Providing clear and accessible feedback to staff and the public on actions taken as a result of their involvement.

Delivering Services

• Delivering adaptable services driven by public demand and priorities.

• Encouraging and training staff to improve service delivery.

• Agreeing service standards with the public, partners and stakeholders and achieving them.

• Evaluating the effectiveness of service delivery from the public perspective.

• Including a wide range of partner agencies in delivery.
Citizen Focus Hallmarks – Detail

Understanding People

- Understanding the people a force serves.
- Understanding staff, and the internal culture of the force.
- Understanding partners, stakeholders and regulators – their differing influence, motivation and levels of co-operation.

The basis of Citizen Focus is a sophisticated understanding of the people in local communities – their different priorities, vulnerabilities and risks and what they need and expect in terms of standards of service and outcomes.

People’s needs and expectations vary according to local diversity, demographics and environment and may change as public expectations rise. Identifying how the profile of the community is likely to change over time will enable services to be designed and adapted accordingly. See Profiling section.

It is also important to understand the people who deliver services and make sure they are equipped and motivated to deliver the standards of service expected.

This extends to partners and others who contribute to delivering policing related services.
Understanding Services

- Staff understanding the force vision and values and their contribution to achieving them.
- Understanding the quality of the service expected and delivered from the public perspective.
- Staff understanding what services are provided by the organisation and the standards expected of them in developing and delivering them.
- Leaders and staff understanding how their area of work impacts upon the overall experience that individuals have with the organisation.
- Clarifying responsibility and accountability with partners to align services and make them as effective as possible.
- The public understanding what services the police deliver, how to access them and what standard of service they can expect.

People’s expectations of the service delivered can be managed by understanding and appropriately influencing these expectations – so staff and the public become aware of what the organisation is reasonably able to deliver and the level of flexibility that can be offered.

It is therefore important that police clearly communicate how to access policing services, what people can expect to happen when they do, as well as the standard of service they will receive – this can increase a person’s confidence to engage with the police by reporting crimes, sharing information or becoming involved in decision-making.

Mapping and understanding organisational processes and how they fit together from the public perspective can help to identify where improvements to effectiveness, efficiency and quality can improve public satisfaction and confidence.

Staff need to understand how the part of the service they deliver can influence the overall experience and outcome that an individual has with the organisation. This understanding needs to include the standard of service they are expected to deliver in order to positively influence this experience and outcome.

Understanding what partners do and how the relevant partnership services can be improved for those who use or are affected by them contributes to partnership services that are similarly seamless from the public perspective.
Citizen Focus Hallmarks – Detail continued

Designing Services

- Considering the actual or potential impact of services on people as part of the service design and review process.
- Providing opportunities for staff, the public, and partners to be involved in decision-making processes at appropriate levels.
- Giving staff, the public, and partners access to relevant information and the support necessary to be effective in their involvement.
- Co-ordinating public engagement activity with partners.
- Providing clear and accessible feedback to staff and the public on actions taken as a result of their involvement.

Forces that understand their people and their services can adapt and improve what they do and meet public needs and expectations – effective staff and public engagement and participation in decision making ensures that actions taken make a difference that people can feel. It is important that there are structures and processes in place that ensure the views of the public contribute to the continuous improvement of services, as well as assist to identify local priorities.

The involvement of staff in identifying and implementing changes to improve the service they deliver is an effective way of promoting greater ownership and sustainability of the changes made.

Where engagement is conducted in partnership and feedback is shared, a more efficient, consistent approach to improvement can be achieved across agencies to deal with the issues raised.
Citizen Focus Hallmarks – Detail

Delivering Services

- Delivering adaptable services driven by public demand and priorities.
- Encouraging and training staff to improve service delivery.
- Agreeing service standards with the public, partners and stakeholders and achieving them.
- Evaluating the effectiveness of service delivery from the public perspective.
- Including a wide range of partner agencies in delivery.

Forces need to agree the standards the public expect them to deliver, ensure they are well understood and adhered to by their staff, and check that they deliver improvements in satisfaction and confidence. Quality services are delivered when forces have the right people in the right place doing the right job who feel valued and inspired by a sense of service and have people’s needs at the forefront of their minds. Training and rewarding staff for delivering quality are therefore important elements that contribute to citizen focused service delivery.

Services delivered through collaboration and partnership between statutory agencies, other local organisations and communities will often achieve effective sustainable solutions to local priorities that the police alone cannot.
Neighbourhood Policing Introduction

The purpose of Neighbourhood Policing…

…is to deliver the right people, at the right places and in the right numbers, in order to create neighbourhoods that are safe and feel safe.

The three critical requirements:

- Consistent presence of dedicated neighbourhood teams capable of working with the community to establish and maintain control – to be visible, accessible, skilled, knowledgeable and familiar to the community
- Intelligence-led identification of community concerns and prompt, effective, targeted action against those concerns
- Joint action and problem solving with the community and other local partners – to improve the local environment and quality of life within the community

Once these three critical requirements are met the police service is able to address the expectations of the community to have the following:

Access – to policing or community safety services through a named point of contact

Influence – over community safety priorities in their neighbourhood

Interventions – joint action with communities and partners to solve problems

Answers – sustainable solutions to problems and feedback on results
The background to neighbourhood policing:

This approach to neighbourhood policing is based on research and evidence which supports the effective delivery of crime reduction, reassurance and public confidence outcomes. Part of that evidence resulted from the National Reassurance Policing Programme (NRPP). The NRPP introduced a model of neighbourhood policing that had three key elements:

- Increased visibility and familiarity of police officers including Community Support Officers (CSOs) in the local area;
- Engagement with the community to identify their priorities for action;
- Targeted collaborative problem solving to tackle the issues which matter most to communities.
NRPP operated sixteen trial sites in eight forces during 2002-05. The Home Office conducted an evaluation of the programme across these sites.

This study was designed to measure the impact of the programme on public perceptions of crime and anti-social behaviour (ASB), feelings of safety, worry about crime, public engagement, satisfaction and confidence in the police and levels of social capacity. The evaluation – one of the most robust and extensive trials carried out on this type of policing provides a consistent picture of positive change in key outcome indicators that can be attributed to neighbourhood policing.

It also demonstrated statistically significant improvements in relation to crime and perceptions of crime, perceptions of ASB, feelings of safety, perceptions of community engagement and overall public confidence in the police:

- Public confidence in the police increased five times as much in the wards with neighbourhood policing compared to those wards without (fifteen percentage points compared with three).
- The reduction in the number of people who reported being a victim of crime in the previous twelve months was twice as great in neighbourhood policing wards than those without (ten percentage points compared with five).
- Across all the sites, the percentage of people who thought there was little or substantially less crime locally increased more than three times as much as in similar non-NRPP sites (fifteen percentage points compared with four).
- The public noticed a reduction in ASB in NRPP sites. In one ward the percentage of people who thought teenagers hanging around was a problem fell (from 70 per cent to 54 per cent), while in a similar non-NRPP site the percentage of people perceiving a problem increased (from 52 per cent to 57 per cent).
- Across the NRPP sites there was a small improvement over twelve months in people feeling safe in their local area after dark, while in similar non-NRPP sites fewer people felt safe (a one percentage point increase compared with three percentage points decrease).
- Concerns about crime fell across the NRPP sites. Worries about physical attack decreased more in NRPP sites than in similar sites (a ten percentage points reduction compared with six).
- In relation to community engagement, the percentage of those who thought the police put effort into finding out what local people thought increased sixteen times as much in the wards with NRPP, compared with those without. In addition, public perception of police effectiveness in working with the community increased by ten per cent in NRPP sites (there was no change in similar sites).
- In terms of visibility and familiarity, the percentage of people who knew the police who worked in their local area by name or sight increased six times as much in NRPP sites compared with sites without (twelve percentage points compared with two).

The pattern of results in individual sites clearly demonstrates that visibility and familiarity were not enough in themselves to improve confidence or to reduce crime and perceptions of anti-social behaviour.

It is evident that targeted engagement and problem solving are essential to effective neighbourhood policing.
Signal Crimes Perspective

The NRPP found that the operational application of the Signal Crimes Perspective (SCP) was an important success factor in neighbourhood reassurance.

The SCP is equally valid in neighbourhood policing. The primary focus of the SCP is that some incidents of crime and disorder can act as warning signs to the public about the distribution of risks to their security in everyday life.

Some crimes and disorderly behaviours will therefore have a disproportionate impact on public perception of risk.

A **signal crime** is any criminal incident that causes change in the public’s behaviour and/or beliefs about their security.

A **signal disorder** is an act that breaches social order conventions and signifies the presence of other risks. These can be social or physical in nature.
Unlike previous approaches that have concentrated on explaining fear of crime, research on the SCP found that members of the public perceived various risks in relation to different problems of crime and disorder.

The perceptions of these risks had a number of effects. These effects can be grouped together according to the way they change how people think, feel or behave.

As well as providing an innovative method of interpreting how the public sees and understands problems of crime and disorder the SCP also assists in targeting police resources to those incidents that matter most to the public in a particular neighbourhood.

Additionally, signal crimes research has defined three types of priorities that can be identified and dealt with in any neighbourhood:

- **Policing Priorities** — These are the non-negotiable crimes and incidents that the Police Service has both a duty and responsibility to investigate and deal with – such as offences of burglary, domestic violence, child abuse.

- **Acute Neighbourhood Priorities** — Issues that are important and serious to a small number of people, and are more often than not confined to a relatively small area – such as problem families, drunkenness and abusive behaviour.

- **Chronic Neighbourhood Priorities** — These are the highly visible, low-level issues that are witnessed by a large majority of the community as part of their daily routines, and are responsible for a disproportionately negative impact on the public’s perception of risk and fear. These are the issues that make the majority of people worry about their personal safety – such as graffiti, criminal damage, anti-social behaviour, fly-tipping and dog fouling.
Neighbourhood Policing Principles – Summary

Neighbourhood Policing:

- Is an organisational strategy that allows the police, its partners and the public to work closely together to solve problems of crime and disorder, and improve neighbourhood conditions and feelings of security.
- Is a mainstream policing activity and integrated with other policing services.
- Requires evidence-based deployment of neighbourhood teams against identified need.
- Establishes dedicated, identifiable, accessible, knowledgeable and responsive neighbourhood policing teams which provide all citizens with a named point of access.
- Reflects local conditions and is flexible, responsive and adaptable.

- Allows the Police Service to work directly with the local community to identify the problems that are most important to them, thereby giving people direct influence over local policing priorities.
- Establishes a regime for engaging other agencies and the public in problem-solving mechanisms.
- Uses NIM as the basis for deployment.
- Requires an effective engagement, communication and feedback strategy, and a clear explanation of where accountability lies.
- Should be subject to rigorous performance management including clear performance monitoring against a local plan and commitments made to neighbourhoods.
Neighbourhood Policing Principles – Detail

Neighbourhood policing is an organisational strategy that allows the police, its partners and the public to work closely together to solve the problems of crime and disorder, and to improve neighbourhood conditions and feelings of security.

The basis of neighbourhood policing is identifying, addressing and solving local problems – through real engagement with communities and collaborative partnerships.

As the public and other agencies will be participating in finding solutions to problems, strategies need to be flexible, adaptable and reflect local conditions. The engagement of partners will be more effective if they can see how participation impacts on their strategic aims and performance.

Leadership is critical to the success of neighbourhood policing. In addressing issues of public concern local leaders need to take responsibility, be accountable and drive through solutions.

Neighbourhood policing is a mainstream policing activity, integrated with other policing services.

Neighbourhood policing addresses many of the demands on the Police Service with a local dedicated presence. The extent to which neighbourhood teams absorb response to calls, investigation and tactical intervention depends on the local context. All these functions can be co-ordinated so that the entire policing effort works on a complementary basis.

A visible policing presence addressing overt signs of crime and disorder has a positive impact on community confidence and perceptions of security, and can lead to overall reductions in demand.

While neighbourhood teams carry much of the responsibility for tackling these kinds of issues, the Tasking and Co-ordination Group (T&CG) process should ensure that call handlers, response teams and investigators take into account local priorities and support neighbourhood team efforts and that these priorities are reflected in briefings and the allocation of resources.
Neighbourhood policing requires evidence-based deployment of neighbourhood teams against identified need.

At the most basic level, this means ensuring the right people are in the right place at the right time in the right numbers.

The NIM process should include ongoing assessments of the levels of vulnerability, victimisation, risk and community and deployment plans which recognise the importance of balancing fast-track responses with more timely problem resolution.

It is essential that a collaborative problem-solving capability is supported and encouraged without detracting from standards of response, investigation and critical incident management.

Neighbourhood policing establishes dedicated, identifiable, accessible, knowledgeable and responsive neighbourhood policing teams which provide all citizens with a named point of access.

The teams should be dedicated to localities and have clear roles and a commitment to creating order through visible guardianship, providing time and effort to crime prevention and solving longer-term problems.

Where Safer School Partnerships are in place or being developed, they should be incorporated within neighbourhood policing teams as this will provide opportunities to identify and address the priorities and needs of school students and staff. It will also allow wider community issues about the school population and environment to be addressed.

The use of PCSOs and members of the extended policing family improves the resilience of the team and increases opportunities for engagement and problem solving.
Neighbourhood policing approaches should reflect local conditions and be flexible, responsive and adaptable.

The size and composition of neighbourhoods and teams should vary according to local need and resources but must be such that they support local priorities being dealt with effectively.

Neighbourhood policing allows the Police Service to work directly with local people in identifying the problems that are most important to them, thereby giving the public direct influence over local policing priorities.

Teams should create mechanisms for the public to identify their local concerns and priorities and should use Key Individual Networks (KINs) to maintain effective dialogue with the community, assist in setting priorities and identify emerging issues.

It is important that partnership agencies are encouraged to participate in priority identification and also that police and partners manage public expectations of what can realistically be achieved. The public should receive regular feedback on progress, and have frequent opportunities to review priorities. The frequency of this process should be agreed with partners and the public. Current evidence is that a process occurring between monthly and quarterly intervals is normally sufficient to identify any issues that emerge, and changes in priorities.
Neighbourhood policing establishes a regime for engaging with other agencies and the public in collaborative problem-solving mechanisms.

Neighbourhood policing provides a commitment to problem solving rather than problem maintenance, and also removing the visible symptoms of problems that can generate insecurity – a commitment to create and maintain order in preference to having to control order on a regular basis.

Valuable contributions can be made by volunteers, community advocates and the general public, particularly in defining the problems and then identifying and participating in appropriate and sustainable solutions.

It includes an accountability structure that identifies named responsible police officers, partners or community members for each element of the problem-solving process.

Neighbourhood policing uses the National Intelligence Model (NIM) as the basis for deployment.

A fundamental requirement for the success of neighbourhood policing is its integration within NIM, offering the means to identify, respond and assess the impact of policing in relation to neighbourhoods.

Neighbourhood policing should be driven by information that has been rigorously analysed, and by the disciplines of multi-agency information sharing and tasking and co-ordination at appropriate levels.

In particular, neighbourhood policing requires the development of demographic and social data, crime and incident data, and the recognition of public priorities on a geographic basis. This means the development, within the intelligence framework, of problem profiles identifying locations of greatest need and underlying problems.

Intelligence assessments should identify public concerns as intelligence issues so that they can be assessed and profiled, providing a basis for strategic and tactical decision making – results analysis should be undertaken to evaluate outcomes and identify learning.
Neighbourhood policing requires an effective engagement, communication and feedback strategy, and a clear explanation of where accountability lies.

Efficient, ongoing community engagement develops confidence and feelings of security within neighbourhoods — community engagement plans should specifically address the needs of hard-to-reach/hear and minority groups (e.g., Black and Minority Ethnic (BME) communities, young people, people with disabilities and transient populations).

Community engagement means enabling citizens’ participation in policing at their chosen level. This could include receiving information and reassurance, identifying and implementing solutions to local problems, and influencing strategic priorities and decisions.

A key aspect of community engagement is the provision of information on policing in a format and context that meets locally identified needs. This may require a diverse range of marketing and communications options and tactics.

Neighbourhood engagement goes beyond public meetings to include, for example, street briefings, house-to-house calls, ‘have a say’ days, use of KIN and other innovative methods — engagement processes should be tailored to the specific needs of individual communities — including the police going to the community rather than expecting communities to come to them.

Communication strategies should address the needs of both the internal (police) and external (neighbourhoods and partners) communities, and link formal and informal means of communication — and should be constructed jointly with Community Safety Partnerships (CSPs) and other relevant partners.

Neighbourhood policing is supported by a performance management framework and monitoring set against a local plan and commitments made to neighbourhoods.

Neighbourhood policing requires local measures that monitor public priorities, interventions against these (including partner and public participation) and feedback received from the public.

Neighbourhood policing requires the ability to monitor performance at every level.

Performance data should be accessible on a geographic, team and individual basis.

The performance development review should incorporate individual progress against neighbourhood policing priorities.
What does it mean for a BCU Commander?
Introduction

This section of the guide covers the following main areas:

Access – Leadership; evidence based deployment; collaboration with partners; supporting dedicated teams

Influence – Agreeing priorities; signal crimes; community engagement

Interventions – Integrating neighbourhood policing as part of mainstream delivery; collaborative partnership delivery; intelligence led interventions

Answers – Measuring success; ongoing communication and feedback

Nick Herbert, MP, Minister of State for Policing and Criminal Justice speaking to the Policy Exchange, London, June 2010

“Local co-operation is vital. But the partnerships need to be action-oriented, not meetings oriented, with stronger and clear accountability to local communities. They need to drive co-operation between frontline professionals at the neighbourhood level; this is where communities engage with their services, what the Prime Minister has called the building block of the Big Society.”
There are two main issues for Basic Command Unit (BCU) commanders to bear in mind:

Are local communities confident we understand the issues that matter to them?

Are local communities confident we are dealing with the issues that matter to them?

A positive answer to these questions should lead to positive results when local people are asked:

“To what extent do you agree or disagree that the police and local council are dealing with the crime and ASB issues that matter in your local area?”

Leadership is critical to the success of neighbourhood policing. In addressing issues of community concern, local leaders (police, local authorities, other partners and community members) must be seen to take responsibility, to drive through solutions and to be accountable to their communities.

Leadership is not the exclusive province of commanders; all members of the neighbourhood team need to be aware of their leadership role within the community.

Leading the change means having in place:

- an organisational strategy that clearly defines neighbourhood policing
- partner involvement in shaping and delivering this strategy
- robust arrangements for actively working with communities.
Evidence based deployment

BCUs are faced with many performance challenges, from responding to emergencies through to managing risk, reducing crime and improving public confidence.

Effective neighbourhood policing is not possible without modernising the way in which BCUs organise and deliver their services.

Hard choices must be made about how to allocate resources.

This will mean trying to achieve the most effective distribution of resources between response, investigation proactive work, neighbourhood and support functions, and between different neighbourhoods.

It is essential to understand neighbourhood and community needs and to reflect these in the design of policing services, based on the strategic assessment conducted with local partners to assess geographic areas according to:

- groups or neighbourhoods vulnerable to crime, disorder or experiencing victimisation
- key demographic and social data, such as deprivation
- community concerns.

Collaboration with partners is a key element. Neighbourhood policing is measured by the difference it makes to local communities’ confidence and sense of safety. There must be available capacity to take action on community safety priorities. This means also drawing on the resources of local authorities other partners, voluntary and community organisations such as Neighbourhood Watch and individuals from the community.

Partners may be able to contribute financial or physical resources or less tangible but equally important resources such as time, commitment, knowledge and experience.
Dedicated teams

Police led neighbourhood teams should be dedicated, identifiable, accessible and responsive to local needs. It is not enough to be merely visible.

Evidence shows that effective neighbourhood teams are:

- made up of police and partner resources
- able to mix staff and skills to fit the needs of the local area
- credible individuals who have been specifically selected and trained for neighbourhood work, alongside staff from other agencies where possible
- permanently deployed to a defined geographical area or community of interest
- provided with clear role descriptions and performance expectations
- accountable for local priorities, so that local communities know who takes responsibility for action and follows it through
- in place for long enough to build up mutual trust and confidence with local people.
Local people need a named point of access to their neighbourhood team. The team’s approach and all their communication and publicity should emphasise accountability and shared problem solving. Critical to success is a clearly stated abstraction policy which protects the time of team members. It should be monitored and enforced to ensure the continuity necessary to build relationships based on trust and confidence.

A team should include Constables, Police Community Support Officers (PCSOs) and Special Constables, working closely with a whole range of individuals from different partners – for example, wardens, housing managers, private security firms, youth workers, Neighbourhood Watch groups and other voluntary organisations. The increase in PCSOs should allow for a plan to be prepared to deliver an enhanced service to the public, i.e. feed back visits to victims of crime.

Neighbourhood teams should have adequate support, including access to analysts and communications experts. Neighbourhood policing, when properly implemented, improves performance across police and partner agencies and deserves investment.

**Access: Key points**

- Local leaders must be seen to be accountable for addressing issues of community concern.
- Partnership involvement at a strategic level is critical
- It is important to balance resources and reflect community needs in the design of policing services
- Dedicated neighbourhood teams need to be identifiable, accessible and responsive – mere visibility is not enough to deliver results.
Influence

Public priorities

Public priorities are not necessarily policing plan priorities.

Once identified, public priorities may change relatively frequently and can also vary between neighbourhoods and communities – therefore, engagement should be a continuous process.

Neighbourhood policing is about working directly with communities to identify the problems that are most important to them, seeing things from their perspective and giving them direct influence over local policing priorities. This does not mean a move away from investigating crime and bringing offenders to justice. Communities rightly expect to be protected from serious crime and to live in a safe environment. However, they also want to feel safe.
What does it mean for a BCU Commander?

Influence continued

Signal crimes

Recent work on ‘signal crimes’ (the Signal Crimes Perspective) enabled neighbourhood policing teams to analyse problems through the eyes of the citizen.

Signal crimes are those crimes or disorders that people interpret as signalling risks or threats to safety in their neighbourhood. Crimes such as burglary and robbery can, and do, function as signal crimes to people. However, because relatively few people are directly affected by more serious crimes, most people’s concerns about neighbourhood security are driven by anti-social behaviour, incivilities and disorder events that often go unrecorded and that were viewed as trivial in traditional policing terms.

These issues can have more impact on communal feelings of safety than the actual level of recorded or serious crime in the neighbourhood and tackling them should be core work of teams.

At the heart of ‘signal crimes’ is the idea that some disorderly and criminal incidents are interpreted by people as warning signals about the level of safety and security in a neighbourhood. Such incidents can have a disproportionate effect on individuals’ perception of their safety.

- A signal crime is any criminal incident that causes a change in people’s behaviour and/or beliefs about their security.
- A signal disorder is an act that breaches acceptable standards of behaviour and signifies the presence of other risks. A signal disorder may be social (e.g. noisy youths) or physical (e.g. vandalism).

A control signal is an act of formal or informal social control that sends out a message about the presence or absence of effective security. Control signals can be positive or negative. Some common policing tactics, such as a show of visible ‘force’, or high visibility patrols, may in fact increase people’s feelings of insecurity. On the other hand, a regular police presence in the shape of a known local officer at a trouble spot can increase feelings of safety.
Community engagement

Communities feel more confident when they are involved in decisions about the safety issues that most concern them. A key role of Neighbourhood Teams is to develop effective processes for doing this in conjunction with partners including locally elected councillors and Police Authorities.

As a leader of neighbourhood policing you will need to have in place a community engagement plan that describes how your teams will work with local authorities, other agencies and local communities in order to identify priorities for action.

Engagement is not always easy and different communities will require different approaches in order to build up mutual trust and co-operation.

You will need to ensure that the approach you choose is appropriate to the needs of the local area and that expectations are managed. You will need a clear understanding of local demographics and appropriate methods to identify and involve hard to reach/hear groups, so that no group is inadvertently excluded.

Engagement does not have to be police led; often, other agencies or voluntary organisations already have systems in place to consult on, monitor or survey local people’s needs.

The first step in developing a proper engagement plan is to do a comprehensive audit to see what public participation mechanisms already exist in different neighbourhoods and to assess their effectiveness.

Local authorities, other partners and community organisations can often find effective ways to involve minority, vulnerable or hard to reach/hear groups which may be missed by traditional approaches to engagement.

Methods for identifying public concerns include neighbourhood panels, environmental visual audits (or patch walks, to highlight problem locations) and street briefings, or more direct methods such as door-to-door visits, surveys, public meetings and meetings of existing groups.

Mechanisms should be in place with Police Authorities to ensure a consistent and complementary approach to community engagement avoiding duplication.
A key aspect of community engagement is the provision of clear and up-to-date information on policing activities and outcomes. The format should take account of local needs (such as translation into minority languages, or use of audio/video in preference to written material), and complement the Police Authorities’ engagement arrangements. Experience has shown that it is vital to provide feedback to local people on progress in tackling the agreed priorities, in order to build up and maintain community trust and cooperation. Using the systems and processes in place ensures that intelligence gained through community engagement is not lost but contributes to intelligence led policing.

The website www.communityengagement.police.uk gives information on community engagement principles and methods, but is no longer updated. The National Neighbourhood Watch website is another useful source of information on community engagement through existing groups. Details can be found on http://www.neighbourhoodwatch.net/

Neighbourhood policing must be built on a shared systematic approach to problem solving. This process helps to build community confidence that the police both understand and can deal with the issues that most concern them.

Influence: Key points

- To improve confidence, it is essential to address the genuine priorities of local communities.
- It is important that your staff understand the concept of ‘signal crimes’.
- Ensuring that your teams understand the structure of your local neighbourhoods, and engage effectively with local people is critical to improving confidence.
- For engagement and problem solving to be effective they need to be carried out in partnership with other agencies and with local people.
Neighbourhood policing has implications for how we answer calls, respond to emergencies, open our buildings to the public, investigate crimes and solve problems. In other words, it should be regarded as part of mainstream policing activity and not as a ‘bolt on’ to existing services. Policing functions should be co-ordinated so that our efforts in each of these areas complement each other. Some of this co-ordination can be driven through National Intelligence Model (NIM) processes. The NIM process co-ordinates and drives all of our work and will support neighbourhood policing in the same way as it supports and underpins all policing functions.

Some key questions about integration are:

- Are call handlers and response officers aware of the most vulnerable neighbourhoods and public priorities?
- Is intelligence gathered from local people in the community given proper recognition?
- Do briefings reflect community concerns about confidence and feelings of safety?
- Do allocation policies on response and investigation take account of public priorities?
- Are investigators using the local knowledge of neighbourhood teams to improve investigations?
- Is problem solving used to support all policing activity, not just neighbourhood issues?
- Are neighbourhood teams involved in planning responses to critical incidents, for example community impact assessments?
- Are public confidence and satisfaction in policing seen as important performance outcomes?
Collaborative partnerships

Neighbourhood policing exists within the wider context of neighbourhood management. Most community safety priorities cannot be resolved without tackling the underlying economic social and environmental issues. BCUs should actively support contributions from local authorities, other partners, voluntary groups, Neighbourhood Watch, community advocates and individual citizens. To move beyond containing problems and to find sustainable resolutions requires a much broader perspective, with a high degree of community ownership.

Further guidance in this area is available in the Partnerships section of this guide.
Interventions continued

Some examples of collaborative partnership working are suggested below.

**Strategic level**
- joint financial planning to enable innovative funding such as Local Area Agreements
- agreed methodology for prioritisation of neighbourhoods
- drug and alcohol treatment schemes
- offender management schemes
- shared call handling

**(CSPs) Community Safety Partnerships level**
- robust real time information sharing on threats and performance measures
- analytical capability for real time assessment
- family management and support
- anti-social behaviour and licensing strategies
- multi-agency Neighbourhood Teams structured and tasked to tackle community concerns
- shared performance management and approaches to inspection
- secretariat and supervisory structures to ensure delivery.

**Neighbourhood level:**
- shared multi-partner processes for engaging communities
- jointly planned interventions.
Intelligence led intervention

Neighbourhood policing will not be effective without proper integration into the National Intelligence Model (NIM) at both strategic and tactical levels.

Strategic level

- a partnership approach to strategic assessment on a geographic basis that includes consideration of:
  1. vulnerability to crime and disorder
  2. key demographic and social data, such as deprivation
  3. trends emerging from community concerns
- deployment of resources to the most vulnerable areas
- multi-partner tasking and co-ordination to join up planning processes
- a joint review process.

Tactical level

- thoroughly analysed information including, for example, data on:
  1. public confidence and satisfaction
  2. public priorities
  3. environmental visual audits
  4. complaints about local problems
  5. media reports
  6. intelligence submissions
- problem profiles for vulnerable locations to provide insight into underlying issues
- multi-partner problem solving, involving community representatives and community groups wherever possible
- multi-partner tasking and co-ordination
- assessment of the impact of interventions through results analysis.

This assumes that strategic and tactical information sharing protocols are in place between partners. Wherever possible the results of analysis should be shared with communities to enable them to make informed choices about priorities.

At every step, provided appropriate safeguards are in place, partners and communities should be included in the process. Evidence shows that community involvement is more likely to lead to sustainable solutions.

Interventions: Key points

- Neighbourhood policing should form part of an integrated response to policing issues, co-ordinated through NIM processes.
- Collaborative partnership working is essential at all levels from strategic through to neighbourhood.
- Sharing information with partners and communities improves the effectiveness of interventions and builds trust and confidence.
There is clear evidence that effectively implemented neighbourhood policing improves performance in terms of making people more confident about their local environment and its policing. It also has a positive impact on crime reduction and anti-social behaviour. Furthermore there is evidence of social, environmental and economic benefits for all agencies connected with neighbourhood management (for example, improved footfall in a shopping area, reduced costs of damage to a school).

Effective implementation requires rigorous performance management, including clear monitoring against a local plan and commitments made to neighbourhoods. There are three key areas that help track progress towards public confidence outcomes:

- community priorities and how these change over time
- interventions made against these (including contributions from partners and communities)
- feedback from local people about the effectiveness of interventions.

This last point underlines the principle that the success of neighbourhood policing should be judged by local communities and not by the partners involved. Plans should set out criteria for success and any results analysis within the NIM should include the community perspective.

Neighbourhood policing requires a commitment to continuous improvement at every level. Performance data should also be available at every level by geographic area, by neighbourhood team and at individual level through performance development reviews.
Communication and feedback

Communication and marketing capabilities are two of the critical success factors for neighbourhood policing and yet are often overlooked.

This is an area where resources can often be shared with local authorities for four purposes:

- the design of the community engagement plan
- internal communication within the organisation and across agencies
- external communications to promote neighbourhood teams and identify community priorities
- internal and external marketing of the successes achieved in neighbourhoods.

Evidence shows that giving clear and effective feedback to local communities is a key factor in influencing levels of public satisfaction with policing services.

On many occasions problems are solved, but unless the wider community is made aware of success, neighbourhood policing will fail in its primary aim of making communities feel safe.

Communication and marketing are legitimate tactical responses to some community concerns and should be an integral part of any problem solving or tasking processes.
Answers continued

Action and communication are mutually dependent in the sense that action without communication and communication without action both have a negative effect on feelings of safety within a community.

In particular, high police visibility is very likely to be counter productive, increasing feelings of insecurity, unless its purpose is clearly communicated.

Answers: Key points

- Effective implementation requires rigorous performance management and commitment to continuous improvement
- Clear and effective marketing and feedback are absolutely critical to success
- Visibility on its own can reduce confidence
To make neighbourhood policing work, BCU commanders must focus the work of the BCU:

- Firstly, by making choices about where to deploy resources, both geographically and functionally
- Secondly, by deciding how to balance resources across a range of policing functions and negotiate resources with partners
- Finally, and most importantly, by integrating neighbourhood policing with other policing functions, so that all parts of the service work together.

Even the best neighbourhood teams cannot succeed unless other functions are fully co-ordinated with them, and the quality of contact with the public in all other areas is of the same high standard. Fully integrated neighbourhood policing can succeed in increasing public confidence and feelings of safety, and reducing crime and disorder.
Summary of neighbourhood policing strategy

<table>
<thead>
<tr>
<th>ACCESS</th>
<th>INFLUENCE &amp; INTERVENTION</th>
<th>ANSWERS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Prepare the ground</td>
<td>Engage communities</td>
<td></td>
</tr>
<tr>
<td>Are teams deployed in</td>
<td>Build networks</td>
<td>Neighbourhood action</td>
</tr>
<tr>
<td>the right numbers &amp;</td>
<td>Agree priorities</td>
<td>Strategic plan &amp; action</td>
</tr>
<tr>
<td>places?</td>
<td></td>
<td>Review &amp; feedback</td>
</tr>
<tr>
<td>Is our strategic assessment fit for purpose?</td>
<td>Are priorities being identified robustly?</td>
<td></td>
</tr>
<tr>
<td>Is there a performance management framework in place?</td>
<td>Are expectations being managed?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Does this link to our intelligence requirement?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Have we covered minority &amp; hard to reach/hear or vulnerable groups?</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Is there duplication of effort across agencies?</td>
<td></td>
</tr>
<tr>
<td>Are priorities being identified robustly?</td>
<td>Are true joint problem solving processes in place?</td>
<td></td>
</tr>
<tr>
<td>Are agreements in place for partnership working?</td>
<td>Are interventions conducted in partnership?</td>
<td></td>
</tr>
<tr>
<td>Are all appropriate stakeholders involved?</td>
<td>Which issues need more, or specialist, resources?</td>
<td></td>
</tr>
<tr>
<td>Are expectations being managed?</td>
<td>Is neighbourhood delivery properly tasked and co-ordinated?</td>
<td></td>
</tr>
<tr>
<td>What strategic resources can we allocate to managing neighbourhoods?</td>
<td>What strategic resources can be allocated to managing neighbourhoods?</td>
<td></td>
</tr>
<tr>
<td>How can we work with partners and communities in the long term?</td>
<td>Has a results analysis been conducted?</td>
<td></td>
</tr>
<tr>
<td>Do communities have confidence we understand the issues that matter to them?</td>
<td>Do communities have confidence that we are dealing with the issues that matter most to them?</td>
<td></td>
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</tbody>
</table>

SCAN

<table>
<thead>
<tr>
<th>ANALYSE &amp; RESPOND</th>
<th>ASSESS</th>
</tr>
</thead>
</table>

What does it mean for a BCU Commander?

Do communities have confidence we understand the issues that matter to them?

Do communities have confidence that we are dealing with the issues that matter most to them?
Profiling your neighbourhood
Introduction

The police service operates in a continually changing environment, subject to:

- internal change driven by the police reform agenda (for example Citizen Focus and Neighbourhood Policing)
- external change – from changing populations and communities, increasingly accessible information technology and the ongoing risks and threats from global violent extremism.

Neighbourhoods are geographic areas of a size and character that best serves the needs of local communities. They are defined through local agreement between the police, partners and citizens. Neighbourhood profiles have emerged as part of the response to this environment and support the police service in keeping track of these changes. They have been developed as the result of the evidence base supporting effective policing from areas of work including the National Reassurance Policing Programme, Community Cohesion work stream, Citizen Focus and Neighbourhood Policing.

Neighbourhood profiles have been produced for all neighbourhoods in England and Wales as part of the roll out of Neighbourhood Policing.

The primary purpose of neighbourhood profiles is to inform and drive engagement activity. They are ‘living’ products that track neighbourhood changes to ensure that all communities are heard in support of the key aims of neighbourhood policing: to involve partners and communities in identifying local policing priorities and solving local problems and to tackle criminality in neighbourhoods.

‘The systems and structures of policing in England and Wales must adapt to all levels, to ensure that police officers and staff are in “the right places at the right times” to protect the public.’

The Review of Policing – Final Report
The neighbourhood profile provides a detailed baseline picture of a community. It is a useful tool to support police and partners in recognising and responding to change, for example, in population, perception, crime, disorder or other factors. Without this benchmarking tool, subtle but important changes may be difficult to recognise.

The purpose of this section of the guide is to help Basic Command Unit (BCU) commanders, partner agencies, intelligence professionals and Neighbourhood Policing Teams to decide the most effective local uses of neighbourhood profiles. For neighbourhood profiles to be effective they must ensure that members of the community have:

**Access** – to policing or community safety services through a named point of contact

**Influence** – over the community safety priorities in their neighbourhood

**Interventions** – joint action with communities and partners to solve problems

**Answers** – sustainable solutions to problems and feedback on their results.

As an essential part of the reform agenda, neighbourhood policing is a dynamic process that is continuously developing. This guidance represents the current level of evidence-led practice.

‘Neighbourhood Policing and the wider area of local accountability are critical to “threat, harm and risk” because we can only fully understand what matters to the public, what their local priorities and concerns are and how policing can serve them by engaging with them and responding to their views.’

The Review of Policing – Final Report

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The Review of Policing – Final Report
The purpose of neighbourhood profiles is to support police and partners in identifying and engaging with the diverse communities living in their neighbourhoods and building trust and confidence in policing within these diverse groups.

Effective neighbourhood profiling enables police and partners to identify key areas of risk, vulnerability and tension – real or perceived – which can be addressed through long term collaborative problem solving activity, in contrast to the less effective targeting of short term hotspots for particular crimes.
Introduction continued

The initial process of creating neighbourhood profiles should form part of the engagement process for neighbourhood teams. This process will assist in:

- helping them to understand the complexity of their local community – identifying which group or groups people associate themselves with
- identifying when, where and how neighbourhood teams are going to engage with those groups over a rolling 12 month period
- being flexible enough to recognise new or emerging groups that teams need to engage with on an ongoing basis.

The profile does not have to be a single document and should be stored electronically so that it can be easily updated and maintained in a current ‘living’ format. Where possible the profile should be linked to a range of data sources and automatically updated from those sources.

Ownership of neighbourhood profiles

The ownership of neighbourhood profiles rests jointly with neighbourhood teams and local intelligence staff. However, forces are responsible for ensuring that staff have appropriate support to develop and maintain the profiles. This should include training, research and analytical support and should ensure that profiles are retained in a format which supports the aims of citizen focused neighbourhood policing.

Since the initial development of the National Intelligence Model (NIM), neighbourhood profiles have emerged as a key product which supports policing in a range of key areas:

- tackling anti social behaviour
- addressing gang related behaviour
- preventing violent extremism
- citizen focus and neighbourhood policing.
Ownership of neighbourhood profiles

Neighbourhood profiles can support the development of strategic assessments and facilitate the identification and collection of community intelligence and the formulation of problem profiles.

The National Intelligence Model (NIM) was reviewed by ACPO and the NPIA in 2009. This provided an opportunity to respond to the police reform agenda and integrate neighbourhood profiling into the processes and structures of the NIM.

Content of neighbourhood profiles

The neighbourhood profile should cover eight minimum categories. These are summarised in the table opposite and explained in the following table.

<table>
<thead>
<tr>
<th>Category:</th>
<th>Content:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Contextual Map</td>
<td>Neighbourhood boundaries, broad geography and relationship to surrounding area</td>
</tr>
<tr>
<td>Demographic Data (general)</td>
<td>Appropriate demographic profiling (Experian Mosaic dataset and profile, ACORN, index of multiple deprivation, vulnerably locality index, etc.)</td>
</tr>
<tr>
<td>Demographic Data (housing)</td>
<td>Neighbourhood housing types (local authority, social housing, the National Asylum Support Service approved accommodation, etc.)</td>
</tr>
<tr>
<td>Infrastructure (physical)</td>
<td>Neighbourhood services and facilities (commercial, sports &amp; entertainment, education &amp; health, public services, food outlets, faith centres, manufacture, retail, transport, etc.)</td>
</tr>
<tr>
<td>Infrastructure (human)</td>
<td>Partners (local authorities, youth services, etc.) and community representatives (resident groups, voluntary organisations, faith groups, Neighbourhood Watch, etc.)</td>
</tr>
<tr>
<td>Neighbourhood Priorities</td>
<td>Current priorities and update on action on previous priorities</td>
</tr>
<tr>
<td>Satisfaction, Confidence and Fear of Crime</td>
<td>A range of datasets to provide comprehensive overview of neighbourhood issues to drive engagement</td>
</tr>
<tr>
<td>Demographic Characteristics (overview)</td>
<td>Overview of neighbourhood demographics (age/ethnic profile, transient and vulnerable groups, etc.)</td>
</tr>
</tbody>
</table>
Ownership of neighbourhood profiles continued

Contextual map

This should include clear marking of the neighbourhood boundaries and outline the processes used to identify those boundaries. The broad make up of neighbourhood streets, households and open spaces should be visible. It is recommended that a smaller inset map is included to locate the neighbourhood in relation to the surrounding area.

Demographic Data (Housing)

This includes local authority housing stock, registered social housing (housing association) stock and National Asylum Support Service (NASS) approved accommodation.

Demographic Data (General)

Where accessible and appropriate to the force, the profiles can include:

- Experian’s Mosaic UK Dataset
- Experian’s Mosaic Origin Profiles of key populations by name
- ACORN – a classification of residential neighbourhood data
- Demographic data (deprivation and vulnerability) – including Index of Multiple Deprivation
- Vulnerable Localities Index – national methodology applied locally to scan for neighbourhoods vulnerable to fragmentation.
Ownership of neighbourhood profiles continued

Infrastructure (Physical)

This is a thematic presentation of significant locations by category and tailored to the local context, including:

- accommodation (identified hostels, youth hostels)
- commercial and business services (banks, cash machines, pawnbrokers, cheque cashing outlets, scrap metal dealers, salvage merchants)
- sport and entertainment (nightclubs, youth clubs, outward bound centres, paintballing centres, swimming pools)
- education and health (counselling and advice services, health education centres, hospitals, clinics and health centres, doctors’ and dentists’ surgeries, mental health centres, nursing and residential care homes, schools data)
- public infrastructure (courts, fire stations, police stations, prisons, probation offices, youth organisations, public telephones, public toilets, military locations, traveller sites)
- manufacturing and production (business parks, industrial estates)
- retail businesses (main shopping centres, licensed premises, food outlets)
- transport (bus stops, petrol stations, railway stations, taxi ranks, key roads, motorways, ports, airports, footbridges, subways)
- faith communities (Churches, Church halls, Mosques and Meeting places, Temples, other places of worship including prayer rooms in community centres, hospitals and other locations and other faith related organisations and projects). The description of these places should give details of faith and ethnic groups concerned and, where appropriate, country of origin and any current or historic links to other places or communities across the world.
Ownership of neighbourhood profiles

Infrastructure (Human)

Information about key personnel, including:

• neighbourhood policing team
• neighbourhood management team
• area housing officers
• area environmental services team
• members of neighbourhood Key Individual Networks (KIN)
• local councillors (including Parish and Town)
• residents’ associations and action groups, including equality groups and the regional office of the Equality and Human Rights Commission
• youth provision – voluntary and statutory
• community contacts (including ethnic minority and faith groups)
• Neighbourhood Watch coordinators
• members of voluntary groups.

Neighbourhood Priorities

Including:

• current priorities identified through community engagement relating to crime, anti-social behaviour or quality of life issues which most concern communities
• post activity analysis of previous neighbourhood priorities.
Ownership of neighbourhood profiles continued

Satisfaction, Confidence and Fear of Crime Levels

This section provides an opportunity to overlay the local policing objectives, British Crime Survey data, local survey data and Assessments of Policing and Community Safety (APACS) to deliver a more comprehensive picture of the neighbourhood and drive engagement activity for the neighbourhood team. It also covers community information/intelligence and planned engagement activity of neighbourhood team.

Demographic characteristics (Overview)

This section provides a detailed overview of the demographic makeup of the neighbourhood and includes:

- population
- ethnic profile
- age profile
- transient groups
- vulnerable and hard to reach/hard to hear communities or individuals, ensuring that all feel their concerns are addressed.
Use of neighbourhood profiles

The neighbourhood profile is used to support:

- engagement activity in the neighbourhood
- the collection and management of community intelligence
- the management of neighbourhood priorities
- NIM processes
- information sharing.

Engagement activity

This provides the opportunity for citizens and communities to influence decision making at their chosen level. The individual is the best person to decide how they wish to be engaged. For practical reasons the police will often contact a person from a particular section of the community but they should not assume that that person’s wishes on engagement are necessarily representative of other people from the same community. Engagement activity must comply with the existing force engagement strategy. Support and guidance on engagement can be obtained by working in partnership with the local authority and the police authority.

Neighbourhood profiles provide police and partner agencies and the neighbourhoods themselves with information about the diversity of the communities in their area.

Teams can then use this information to plan engagement activity so as not to exclude any parts of their community. At a practical level this would mean:

- using the profile to assess the diversity of the neighbourhood
- then ensuring that the KINs provided opportunities to contact people who are part of that community in an appropriate manner.

Profiles enable neighbourhood teams to identify and fill gaps in their engagement thereby increasing visibility, accessibility and familiarity and building trust and confidence within communities.
Community intelligence

Information from the community should be managed in conjunction with all the other information used in strategic and tactical decision making.

Community intelligence is created when local information obtained from the community has been subject to a defined evaluation and risk assessment process to support police decision making and inform both strategic and operational perspectives in the policing of local communities.

Information may be direct or indirect and come from a diverse range of sources including the community and partner agencies. Information from the community can include information on:

- community problems and priorities
- crime and disorder
- changes in tension between different communities
- changes in tension between people within the same community
- threat, harm, risk and vulnerability
- incoming and outgoing communities
- critical incidents.

Risk refers to the level of threat posed by people, and also incidents that happen at certain places and times.

Vulnerability refers to the increased likelihood of victimisation and crime.

Tension refers to the state of relationships within and between different communities.

Threat refers to the scope and intensity of demands which a force’s intelligence leads it to believe it faces.

Harm refers to the total cost to society from these demands being unmanaged by the police service.
Use of neighbourhood profiles continued

Often community intelligence reflects the perceptions of members of local communities and may not be supported by evidence. The accuracy of the perceptions is not relevant; it is their impact on the local community which is critical.

Case Study

In 2005 in the Lozells area of Birmingham, an inflammatory rumour started that an African Caribbean teenage girl, after being caught shoplifting, had been raped by a number of Pakistani men in a local hair salon. No witnesses ever came forward and the rumour was never substantiated. Six days after the rumour came to the attention of the police, it was followed by a night of rioting leaving two men dead, two others stabbed and over 30 others hospitalised including a police officer.
The management of community intelligence is different from the process to manage criminal intelligence.

Whereas criminal intelligence tends towards the collection of evidence community intelligence can impact on a wider set of policing issues.

The key to the management of community intelligence is in ensuring that the intelligence received is directed toward the appropriate part of the police business. This is demonstrated in the table opposite:

<table>
<thead>
<tr>
<th>Community intelligence regarding:</th>
<th>Should be assessed and directed to:</th>
</tr>
</thead>
<tbody>
<tr>
<td>community problems and priorities</td>
<td>neighbourhood teams and profiles</td>
</tr>
<tr>
<td>crime and disorder</td>
<td>criminal intelligence system</td>
</tr>
<tr>
<td>changes of tension between different communities</td>
<td>Force/BCU tension monitoring system</td>
</tr>
<tr>
<td>changes of tension between people within the same community</td>
<td>Force/BCU tension monitoring system</td>
</tr>
<tr>
<td>information about threat, harm, risk and vulnerability</td>
<td>relevant Force threat, harm and risk management systems e.g. preventing violent extremism, persistent</td>
</tr>
<tr>
<td>incoming and outgoing communities</td>
<td>neighbourhood team/profile and, if appropriate, Force/BCU tension monitoring system</td>
</tr>
<tr>
<td>critical incidents</td>
<td>Force/BCU critical incident management system</td>
</tr>
</tbody>
</table>
Use of neighbourhood profiles continued

NIM Processes

Profiles are a critical component of NIM processes and should be used by analysts to inform the development of strategic assessments. They will contain critical information about demographic, political and economic changes and other vulnerabilities at the neighbourhood level. These changes need to be assessed to see if they reflect wider changes across BCUs, forces or larger areas.

At an operational level, reference to profile information should be part of the decision making process at tactical tasking and co-ordination meetings.

The profile must be kept up to date and subject to a formal review every three to six months to ensure that its content is still valid and current.

Information Sharing

Information Sharing: When considering any processes which involve the sharing of information it is important to consult the relevant force policies as this will ensure legal compliance and reduce unnecessary duplication of effort and activity.

There are two main forms of information sharing:

- The first involves two or more organisations sharing information between them.
- The second involves the sharing of information between the various parts of the organisation, for example between different departments.

In both instances when the information involves ‘personal data’ or ‘sensitive personal data’ it is essential to ensure compliance with the Data Protection Act 1998.

Management of Neighbourhood Priorities

The engagement processes help neighbourhood teams to identify which issues are most important to local communities and manage priorities through collaborative problem solving with partners and the community.

A section of the profile should identify current neighbourhood priorities and how they are being addressed, as well as how previous priorities were addressed.
Personal data is any information relating to a living individual who can be identified from that data, or that data and other information in the possession of the person who determines how the data should be processed.

Sensitive personal data means personal data relating to, amongst other things, the person’s racial or ethnic origin, religious beliefs and the commission or alleged commission by the person of any offence. To ensure compliance always consult with your force data protection lead.

Any sharing of information between agencies should take into consideration whether the information contained in the profile may include information subject to the duty to share information under Section 17A of the Crime and Disorder Act 1998 and the Crime and Disorder (Prescribed Information) Regulations 2007, issued under the 1998 Act which require certain types of information to be shared between specific organisations.

Appropriate sharing of profiles will help partnerships to:

- ensure legal compliance
- avoid duplication of effort and waste of valuable resources and time
- ensure that all avenues of communication are identified and appropriately used.

Providing feedback on interventions and actions to address community priorities increases communities’ trust and confidence in the police and their partners.

A clearly auditable process will help neighbourhood teams to ensure that neighbourhood profiles are useful and living documents which drive engagement and communication activity.

Teams could consider posting a public version of the profile on the police website to keep local people informed about the process.

A more detailed ‘police eyes only’ version could contain additional or restricted information.

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Information sources

Local data sources should be identified and reviewed regularly to make sure that they are still suitable for inclusion on the neighbourhood profile. Profiles should make use of a diverse range of data sources from partners – for example:

- Fire and Rescue Service arson data
- Health Service data, including accident and emergency admissions
- Information available from partners as part of local information sharing arrangements.

The use of wide-ranging data sources should improve the accuracy and credibility of the profiles.

Links to counter terrorism

Neighbourhood profiles will:

- have a key role in helping the police service to meet its responsibilities in delivering the Prevent strand of the CONTEST counter-terrorism strategy
- support the processes of Pursue, Protect and Prepare
- contribute to forces’ understanding of the level of risk of violent extremism within their areas. However, it should be noted that this is not the main role of the neighbourhood policing teams and of the profiles.
Both force Special Branches and regional Counter-Terrorism Units gather information as part of the Rich Picture intelligence requirement which identifies the diversity of points of contact within faith communities. This information should form part of the neighbourhood profile and will enable neighbourhood teams to meet their responsibilities of engaging with communities, building trust and confidence and supporting the flow of information between all sections of the community and the police service.

Local Special Branch officers and Counter-Terrorism Engagement Officers will support neighbourhood teams in ensuring that profiles are kept up to date and advise in facilitating the resulting engagement activity. This will create the links between the neighbourhood profile and the counter-terrorism local profile.

Further guidance is contained in the ACPO National Guidance on Information Sharing and the Production of Counter-Terrorism Local Profiles. There should be openness about the fact that information is collected and analysed at neighbourhood level as part of police work to counter terrorism – indeed such openness with local communities is essential if trust and confidence is to be built.
Use of neighbourhood profiles continued

Conclusion

The primary purpose of neighbourhood profiles is to form the basis of wide-ranging and comprehensive engagement activity. This will assist in identifying areas of risk, vulnerability and tension within communities.

The effective development and use of the neighbourhood profile helps improve community satisfaction and confidence and improve and develop partnership links at a neighbourhood and BCU level.

The process of constructing neighbourhood profiles allows neighbourhood teams to develop their understanding and use of partnership data and engagement activity and to share their knowledge. This will ultimately result in the more efficient use of resources and delivery of citizen focused policing.

This section should be read in conjunction with the following standards and guidance:

- ACPO Guidance on the National Intelligence Model
- ACPO Practice Advice on Intelligence Led Policing
- Audit Commission: Neighbourhood Crime and Anti Social Behaviour
References

“A rumour, outrage and then a riot. How tension in a Birmingham suburb erupted”

Framework code of practice for sharing personal information,
Information Commissioner’s Office, 2007

Delivering Safer Communities: A guide to effective partnership working, Home Office 2007

Crime and Disorder (Prescribed Information) Regulations 2007 (as originally enacted)


The Drivers of Social Exclusion: a review of the literature, Social Policy Research Unit 2004
Delivering as a team:

PCSOs

ASBOs
Introduction

This section of the guide covers the following main areas:

**Access** – The structure and working relationships within neighbourhood teams. Need for continuity and training.

**Influence** – Understanding the impact of issues traditionally seen as ‘low level’ on feelings of safety. Involving local people in setting priorities. Improving people’s experience of contact with police – leading to improved confidence.

**Interventions** – Need to arrive at solutions through true joint problem solving. Solving long standing problems improving confidence in policing. Need for joint tasking to improve effectiveness.

**Answers** – Feeding back information about action and outcomes to community members. The need for marketing and a variety of communication methods.
The public’s sense of safety and their confidence in the police are as important as reducing crime and disorder. With our partners we need to work with communities not only to make neighbourhoods safe, but to make them feel safe too. Here, the citizen’s perspective matters more than any other. To really understand neighbourhoods and the issues that concern local people, neighbourhood teams must see the world through their eyes. This is critical in relation to hard to reach/hear groups so that no group is inadvertently excluded. To do this we need to listen – really listen to the people who live with the problems – understand, act and feed back.

This section explains the pivotal role of neighbourhood teams within community safety. But neighbourhood teams cannot operate in isolation. The purpose of this section is to give an overview of how teams work with communities and in partnership to achieve neighbourhoods which feel safe and are safe. A section on PCSOs is included at the end of this chapter.

**Neighbourhood Teams should be dedicated to a specific geographic area and locally accountable. Team members need to be visible, accessible, locally known, and knowledgeable.**

They must be able to exercise visible control and be competent in analysing intelligence and problem solving.

A team should include Constables, Police Community Support Officers together with Special Constables and volunteers where applicable, working closely with a range of individuals from partner organisations. Examples include local ward councillors, wardens, housing managers, youth workers, private security, Neighbourhood Watch groups and other voluntary organisations. Police team members should be kept in place as far as possible and not unreasonably moved to other duties such as emergency response and routine crime investigation.

There should be a strong team identity with members who are selected and trained as neighbourhood policing specialists. Close working relationships with partners and communities are essential to the effective delivery of neighbourhood policing.

Neighbourhood teams should be supported by police commanders, local managers and, where possible, analysts and communications experts. Effective neighbourhood policing improves performance across police and partner organisations and deserves investment and commitment.

The role of hybrid teams is discussed elsewhere in this guide.
Delivering as a team

Work already carried out in neighbourhoods identifies a number of key elements in the role of the team. These elements are summarised below:

Understand neighbourhoods

Profiling and research is essential to understand the diverse communities within a given neighbourhood. Different communities in the same neighbourhood will have differing safety concerns and some may have been overlooked in the past.

Engage communities

There is a need to ensure local people know how to contact the team. The team should involve and work collaboratively with local communities to identify their safety concerns and where appropriate decide solutions in partnership. A range of approaches may be needed and new technology (e.g. using email or discussion forums) may help.

Agree neighbourhood priorities

The team needs processes (for example, street meetings or neighbourhood panels) for working with local communities to agree the top priorities for action. The best method is the one that is most suited to local circumstances.

Recent evolutions in technology can be used to access different parts of the community – for example some teams now have a presence on Facebook:

For more details on digital engagement go to ‘Digital and Social Media Engagement’.

Access: Key Points

- The Neighbourhood Team should be dedicated to a specific geographic area, well-known and locally accountable. They must be able to exercise visible control.
- Close working relationships with partners and with local people are essential.
- Team members should be kept in place, trained as specialists and able to draw on a range of police support and resources as needed.

www.npia.police.uk
Delivering as a team

Seeing the neighbourhood through the eyes of the citizen

The work on ‘signal crimes’ enables us to see problems through the eyes of the citizen.

Research shows that crimes such as burglary and robbery lead people to draw conclusions about the security of their neighbourhood. But because relatively few people are directly affected by more serious crimes, most people’s concerns about neighbourhood security are triggered by issues such as anti-social behaviour, incivilities and minor disorder.

These issues, often unrecorded and viewed in traditional policing terms as trivial, can have more impact on local feelings of safety than the actual level of recorded or serious crime in the neighbourhood.

“When I started working on this estate I honestly believed that their priorities would be the same as our priorities. And they are not. You cannot assume to know what frightens people.”

PC Steve Benson, Blackpool
Effective engagement with communities is critical in order to identify which crimes and disorders are causing most concern, to monitor public opinion, to exchange information and to create an atmosphere of mutual trust and cooperation. Communities should be involved directly in identifying the issues which are of most concern to them and, if possible and appropriate, helping to deliver solutions. However, teams should recognise that engagement is not always easy. Some minority communities and hard-to-reach/hear groups will require different approaches to gain their trust and confidence.

In some neighbourhoods, for example, the team may need to work at first through key individuals such as representatives from a local residents association, Neighbourhood Watch group, faith group, outreach team or youth group. Local partners and community organisations can often help find effective ways to involve minority or vulnerable groups.

An important first step towards developing a proper engagement plan is to find out what mechanisms for public participation already exist locally. Quite often other partners or voluntary organisations have systems in place to consult on, survey or monitor local people’s concerns. Useful tools to help identify priority issues include neighbourhood panels environmental visual audits (or patch walks to highlight problem locations) and street briefings.

Visit www.communityengagement.police.uk for extensive information on principles and methods for engaging communities and a database of practical examples. There are extensive examples and case studies in other sections of this guide and on our website: www.neighbourhoodpolicing.co.uk

Signal crimes

At the heart of ‘signal crimes’ is the idea that some disorderly and criminal incidents are interpreted by people as warning signals about the level of safety and security in a neighbourhood. Such incidents can have a disproportionate effect on individuals’ perception of their safety.

There are six key elements to the role of the neighbourhood team which will assist in addressing the disproportionate effect of signal crimes on people’s perceptions:

- Understand neighbourhoods
- Engage communities
- Agree neighbourhood priorities
- Co-ordinate action with partners
- Intervene and enforce
- Communicate and publicise success
Delivering as a team

Building trust and confidence

Work with the community to identify key concerns

Identifying and dealing with problems in partnership with the community gives neighbourhood teams the chance not only to make a difference to a specific problem but also to show that we can be trusted to tackle the issues that most concern local people.

Community expectations are often difficult to manage, but the process of focusing on priorities that have been chosen by local people, taking positive action in partnership with them and feeding back on progress direct to the community helps to build trust and confidence in policing.

Improve quality of contact

Research has shown that the more contact people have with the police, the more their satisfaction with us tends to drop. This clearly needs to change, as identified in the drive to deliver Citizen Focus policing.

The service people get when they have contact with local police tends to shape their view of authority. It directly affects their confidence in policing overall and in the wider criminal justice system.

We need to consider the quality of all our services: how we answer calls, respond to emergencies, deal with people over the counter, investigate crimes and solve problems.

The public’s experiences, good and bad, will be communicated to friends, neighbours, relatives and colleagues and can have a significant impact in shaping public confidence in neighbourhood teams.
LISTEN There are some simple ‘LISTEN’ principles that can be applied to every contact – and they work!

- **Listen** to people in the community and take their concerns seriously
- **Inspire** confidence and help people feel secure
- **Support** with information – give contact details and tell people what is happening locally
- **Take** ownership – tell people what you can do to help solve the problem. Make realistic promises
- **Explain** what the team can and can’t do, and the next steps
- **Notify** people of action agreed, progress and the final outcomes
Delivering as a team

**Metropolitan Police – Thamesmead Youth Action Programme**

‘Historically, our neighbourhood teams have attempted to engage with local youths but have often failed due to youths’ general mistrust of the police and a lack of drive by us.

‘The Thamesmead Youth Action Programme (TYAP) was identified as a leading provider of youth services – the main users are teenaged black males on the periphery of being street gang members, with some already involved in minor criminality.

‘Our aim was to engage, build trust and establish a “meaningful” youth driven neighbourhood priority. A meeting was held with senior managers and youths from TYAP to discuss the perceived issues. Their feedback on previous police engagement was that there was no structure and the police were “not listening to us”.

We then worked in partnership with the council, TYAP and the neighbourhood team to create appropriate engagement tools such as “youth friendly” online questionnaire, group debates and specific workshops. It was decided that TYAP should take the lead on delivery until trust was gained. This change of approach was crucial on two levels. Firstly, to demonstrate trust and true partnership work with some reluctant TYAP staff. Secondly, the delivery was not seen as a “police” initiative.

‘This resulted in the Thamesmead East Safer Neighbourhoods Team having the first youth priority on Bexley borough. The result of the questionnaire highlighted “fear of knife crime” as the priority and locations of concern in both Bexley and Greenwich boroughs. The actions for this youth priority are now being co-ordinated by myself and involve TYAP, Greenwich Moorings Neighbourhood team and the council. Again, it was discussed and agreed that the youths who voted for the priority must be consulted as to how the issue can be resolved.

‘The engagement has lead to TYAP staff members being trained as third party reporters.

‘Although there is still a work in progress, the structures process and tools are currently being rolled out to all the other YAP sites at Bexley. Furthermore, the approach is being used by other neighbourhood teams for inclusion at other youth provider sites’.

**PS Perry Wright – Thamesmead East SNT (Metropolitan Police)**
Influence: Key Points

- The first principle is to listen to local people who live with the problems and not to assume that we know what concerns them.

- Most people’s concerns about neighbourhood security are driven by anti-social behaviour, incivilities and minor disorder – issues often overlooked by traditional policing.

- These crimes and disorders can have more impact on a community’s sense of safety than the actual level of crime in the neighbourhood.

- Involving local people is essential to identify crimes and disorders which concern them most.

- Useful methods to engage local people include door to door visits, surveys, street briefings and public meetings.

- In some neighbourhoods, working through a trusted intermediary may be necessary to involve minority or hard to reach/hear groups. In some areas it may be possible to use existing mechanisms such as Tenants and Residents Associations and Neighbourhood Watch.

- Tackling priority issues chosen by local people and keeping them informed of progress helps to build community trust and confidence in policing.

- The quality of service that people get when they have contact with the local police shapes their overall view of policing and the criminal justice system. Improving the public’s experience of contact with the police is essential to increase community confidence in policing.

- Neighbourhood Policing is built on a systematic approach to problem solving which enables communities to choose the priorities for action and builds their confidence that they can influence safety in their neighbourhood.
Taking control in neighbourhoods

Simply identifying priority concerns is not enough. Visible control of identified problems requires action.

The most appropriate actions or interventions will be identified through effective problem solving processes. In particular, neighbourhood teams should explore how the police, partners and communities can contribute to the four key areas of enforcement, intelligence, prevention and communication.
It is useful to think of three broad types of intervention:

1. Negotiate and support

We need to be seen to take visible control of the issues that are causing local concern. Be positive and take action:

- engage, negotiate with and challenge the people responsible (e.g. ask them face-to-face to stop or modify certain behaviour, or send a standard warning letter about a juvenile)
- find out whether individuals need support from other partners to help them to change.

The intervention should be quick, simple and direct. This most basic approach will sometimes solve problems quickly, easily and without having to refer the issue to a formal multi-partner action group. Intelligence gained from early intervention may also help in targeting a wider neighbourhood priority issue.

2. Warn and clean up

The second type of intervention is more formal:

- firm policing tactics such as the targeted use of stop and search or fixed penalty notices in order to moderate and change behaviour by offenders
- use of legal processes such as notice of eviction following breach of tenancy agreement to secure compliance from troublesome tenants
- cleaning or other remedial action where graffiti or litter has been a problem.

The aim is to get control by threatening the use of full legal powers. A local media campaign aimed at warning offenders against repetition and the consequences can be used here.

3. Make full use of powers

This level of intervention is needed when individuals do not comply: there is likely to be a history of previous neighbourhood interventions. The final group of interventions draws on enforcement powers across all agencies:

- direct action by police under the criminal law, formal surveillance and arrest operations, and civil remedies such as eviction, injunctions and ASBOs
- linking of community-based sentences such as reparation and payback schemes to locally identified problems.

Emerging lessons up and down the country show that communities benefit significantly from this reparation measure. So, for example, targeting community service hours on an area suffering from physical damage would be seen by communities as a natural and appropriate judicial intervention.
Interventions continued

Using a wide range of interventions and resources for maximum impact

Communities expect to see neighbourhood teams making interventions of all types to deal with physical and social disorder. Quite often teams will need to work with partners to deliver a range of interventions.

For the police, the core duties of the Constable on the team will be the use of enforcement against offenders.

Police Community Support Officers are more effective at the negotiation and warning stages; local authority wardens may take a lead on environmental issues; a housing manager might lead on troublesome tenants.

The more diverse the team is, the wider the potential range of interventions.

In terms of building trust and confidence, never underestimate the difference visible action makes to what was previously seen as an intractable problem, or ‘no go’ area. Communities are more willing to actively co-operate once they see that we are serious about dealing with their concerns.

Experience has shown that engaging with communities, police and partners will uncover a host of issues that we were previously unaware of, or chose to ignore. There will always be wider issues that require additional or specialist resources in order to achieve a successful resolution.

Neighbourhood problems can be linked to serious or organised crime, so use of the National Intelligence Model is essential. It is increasingly apparent that a joint tasking group, bringing together key partners to take action against locally identified priorities, is the only effective means of achieving lasting, long-term control.
Interventions continued

Interventions: Key points

• The most appropriate actions or interventions will be identified through effective problem solving processes.

• Think in terms of three types of intervention:

1. **Negotiate and support** – challenge the people responsible and get support from other agencies if they need help to change. Sometimes quick, simple and direct intervention can solve the problem without the need for further action.

2. **Warn and clean up** – use of firm policing tactics such as stop and search, and legal processes such as notice of eviction, in order to moderate or change behaviour. Cleaning or remedial action where graffiti or litter is a problem.

3. **Make full use of powers** – when individuals do not comply, draw on enforcement powers across all partners. Communities benefit when community sentencing links reparation or payback schemes to locally identified problems.

• The more diverse the neighbourhood team, the wider the potential range of interventions

• Making a visible difference to an intractable problem is very powerful in building public confidence and willingness to co-operate

• A joint tasking group which brings together key partners and members of the public to take action on community safety priorities is essential to give the team access to wider resources and to build lasting, long term solutions and control
Answers

Historically, success in policing terms has been measured by meeting targets for crime reduction and detection rates. Managers now also need to consider personal performance for team members in the following areas:

Community awareness

How well do you understand your local community and the concerns of those who live there? Do residents and key community members know who you are and how to contact you? How do you plan your patrol to ensure being in the right place at the right time? Every contact you make within your community leaves a trace and is an opportunity to build relationships.

Community priorities

Have community priorities been identified? What and where are they? How many of these priorities have been resolved to the satisfaction of the community and by what method? Who contributed? How well do you work with your partners to deliver community priorities?

Community impact

Are you making any difference within the neighbourhood? Do people feel safer? Why?
Answers continued

Communication and feedback

Success in neighbourhood terms is about listening and effectively responding to the concerns of local people. Part of an effective response is making the neighbourhood team visible to the wider public and to key opinion formers in the local community.

The routine reporting of crime and disorder in the media.

If the police and partners are to provide a sense of security they must actively sell the safety message in order to balance.

A range of communication methods will be needed, depending on the message and on the audience:

Use the media

Build up good working relationships with local journalists and editors. Issue regular joint press releases with other partners to press home the message that there is visible control and good management of the issues that concern local people.

Tell people in person

Sell the message of success in person at every opportunity including public meetings or local surgeries, and through informal contact with people on the street and in public places.

Use focal points in the community

Focal points for publicising success could be Post Office counters, local shopkeepers, doctors’ surgery receptionists, mother and toddler groups, faith groups, schools, Neighbourhood Watch groups, colleges, licensed premises and local councillors.

Involve local people in action and identify community networks

Consider involving community representatives in some enforcement action, such as ‘Speed-Watch’ initiatives and the routine inspection of licensed premises. This will also help the team to identify and engage with individual networks in the community.

Tell people even when something hasn’t worked

The underlying principle in selling success is to communicate with a purpose, taking into account the audience and the local context. The purpose of feedback is to keep communities informed and involved. This builds trust and confidence which in turn increases future community co-operation and participation. Feedback involves telling people what has happened even if it has been unsuccessful. Local people can understand that some things don’t work and will appreciate honest and open communication. They will lose confidence if they are not told anything at all.
Keep up a visible presence

Sustained presence in a neighbourhood is essential to build trusting relationships. The best indicator of success is that communities know their Neighbourhood Teams. The idea of leaving a visible “footprint” in neighbourhoods has proved very effective. Useful steps to achieve this are:

- distribute and display posters or leaflets about the team and check them at least monthly
- consider using advertising boards at shops and post offices, and public notice boards at community centres and other public buildings
- make sure there is a display of good quality information in police buildings
- update information on websites regularly
- keep up routine contact with key opinion formers in different communities
- individual team members should consider developing patrol plans that focus on key locations within the neighbourhood where enforcement, preventative, intelligence gathering or engagement work is needed.

Applying the four elements in this section will help neighbourhood teams to achieve the goal of confident and secure neighbourhoods. Neighbourhood policing is about building confidence in communities; confidence that the police understand and are dealing with the issues that matter to them, and confidence that they themselves can influence and, where appropriate, participate in addressing the issue.

Confidence in policing is essential. It provides the legitimacy and public support needed to act in preventing crime and bringing offenders to justice.
Answers: Key points

To succeed in police terms, neighbourhood team managers need to consider team members’ performance in the following areas:

- making sure all local communities are fully aware of the neighbourhood team
- listening to and dealing with community priorities
- working with partners to address community concerns
- making an impact on local people’s sense of safety.

To succeed in neighbourhood terms, the team needs to routinely feed back information about action taken and its outcomes to the local community, the team must make itself visible to key opinion formers in the community, publicise its successes to local people and actively sell the safety message at every opportunity:

- use the local media
- tell people in person
- use focal points in the community (e.g. post offices, mother and toddler groups)
- involve local people in action and identify their community networks
- tell people even when something hasn’t worked – they will appreciate openness
- keep up a visible presence – use a range of communication methods to leave a visible ‘footprint’ (regular posters, leaflets, face to face contact, targeting of key locations).
Summary of neighbourhood policing strategy

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<th>ANSWERS</th>
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<td>Engage communities</td>
<td>Build networks Agree priorities</td>
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<td>Are our partnerships effective?</td>
<td>Can the police engage directly?</td>
<td>Which signals matter most to communities?</td>
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<td>What do we know already?</td>
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<td>What are the signal crimes and disorders?</td>
<td>Which issues need more, or specialist, resources?</td>
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Do communities have confidence we understand the issues that matter to them?

Do communities have confidence that we are dealing with the issues that matter most to them?

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<th>SCAN</th>
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This section explains why Police Community Support Officers (PCSOs) were introduced, their current role and the way their role may develop in the future.

**PCSOs**

Introduced under the Police Reform Act 2002, Police Community Support Officers (PCSOs) aim to:

- increase the police presence on the streets
- provide reassurance to the public, and increase orderliness
- be accessible to communities and partner agencies working at a local level
- free up the time of regular police officers for the tasks which require a higher level of training and skills

PCSOs are now embedded in neighbourhood teams across England and Wales, working alongside other police colleagues on the priorities of the communities they serve. Often these relate to issues of low-level crime and anti-social behaviour which the police had been unable to respond to prior to the introduction of neighbourhood policing teams and PCSOs.

There are presently over 16,000 PCSOs in England and Wales who represent a significant resource base (approx 10%) of the service’s operational presence (combined number of police officers and PCSOs) and are viewed as a success story with positive feedback from local communities.

**Accessibility, Presence, Reassurance**

The role of the PCSO is vital to the effectiveness of neighbourhood policing as they provide the visible, accessible presence that communities want. The PCSO role is meeting a need identified by communities. People are reassured when they see an officer patrolling on foot and it contributes to a feeling of safety and security in their community.

Familiarity, accessibility and visibility have been described as the most effective elements in promoting feelings of safety, with uniformed foot patrol the most effective (‘A National Evaluation of Community Support Officers’, HORS 297). PCSOs provide this function and have the capacity to engage regularly with the public.

They understand neighbourhood concerns, develop a broad knowledge of local issues and provide increased intelligence and evidence to help tackle community safety in a specific area.
PCSOs

To ensure that PCSOs do not conduct functions outside the public arena, it is good practice for forces to employ a rigorous abstraction policy, which should include monitoring the time spent by PCSOs in their assigned area.

These levels must be monitored to ensure that PCSOs are kept in the public eye and continue to impact on the reassurance and confidence of the communities in which they work (e.g., many forces ensure that PCSOs are visible on patrol at least 80% of their time).

PCSOs are more representative (in terms of diversity) of the communities they serve than are sworn police officers. This offers a better opportunity for the police service to engage with the whole community, including those groups often traditionally considered ‘hard to reach’. This can still be a challenging process requiring the trust, support and confidence of individuals – and cannot be achieved simply by introducing a visible presence into the community.

PCSOs must create the opportunities and environments in which these positive relationships can develop.

There are a number of established methods to achieve this; these include community meetings, street briefings and face to face resident surveys. These methods are likely to attract a particular element of the community but will often – due to the times at which they are conducted, their location and, possibly, communication difficulties – exclude the harder to reach groups within the community. It is these groups that require more creative methods of engagement if their concerns are to be recognised.

As their numbers have increased, the PCSOs’ contribution to neighbourhood policing has expanded. Despite its development and expansion, the PCSO role should remain firmly within the framework of neighbourhood policing, with an emphasis on engagement as opposed to enforcement.

The distinction between the role of a PCSO and that of a sworn police officer should remain clear and distinct, although the opportunities to combine engagement with a wider customer service function are clearly there and being used.
Training

If PCSOs are to engage effectively with the public then appropriate training is essential. There are opportunities to combine PCSO training with that of partners who have a more established history in enabling community development activities such as counselling or arbitration. This enables PCSOs to foster relationships with partner and accredited colleagues within the Community Safety Partnerships. It is also important that PCSOs are given refresher training, particularly in community engagement and problem solving as these are issues that they deal with on a regular basis.

Now that PCSOs have been embedded in neighbourhood policing teams for a number of years, there is greater scope for experienced PCSOs to train as PCSO tutors and provide support and guidance to newly recruited PCSOs and this should be encouraged within neighbourhood teams.

There are moves to provide more standardised training programmes for PCSOs, and the NPIA has developed a national training product for PCSOs contained within the Wider Police Learning and Development Programme (WPLDP) which some forces have already adopted. There is also a PCSO qualification available.

Intelligence and influence

Having established effective methods of engagement and developed relationships with both the community and local partners the familiarity and public confidence gained within their patrol areas allows PCSOs to gather information and intelligence from the public to an extent that has rarely happened previously. This has reaped significant benefits for the police service in terms of the amount and quality of information obtained. This information and intelligence can directly link to the Police and Communities Together (PACT) process and help inform local communities when they are deciding which priorities their neighbourhood team should work on.
Purpose

Having identified the priorities of a particular neighbourhood using community intelligence and the National Intelligence Model (NIM) process, the local police must find a way of progressing these priorities. There are restrictions in how PCSOs can be deployed, and certain areas of work must remain the preserve of sworn police officers.

The ACPO Guidance on Police Community Support Officers sets out areas where PCSOs should not be used:

- Wherever there is a clear likelihood that a confrontation will arise
- Where there is scope for exercise of a high degree of discretion
- Where police action is likely to lead to a higher than normal risk of harm to anyone
- Where there is a clear likelihood that police action will include any infringement of a person’s human rights
- Where the incident is one which is likely to lead to significant further work.

One of the core strengths of PCSOs has been their non-confrontational style.

The PCSO role should always remain within the reassurance model and generally within the framework of neighbourhood policing. PCSOs have a vital part to play in service delivery, but to produce the most effective results it is essential that they work in partnership with the other members of neighbourhood policing teams, their partners and the community.
Powers

The extent to which PCSOs are able to contribute to interventions will be dictated by the powers they are designated and this in turn depends upon a clear definition of their role.

Such clarity helps to minimise training requirements and ensure that PCSOs are focused on their core role.

There is nothing to prevent PCSOs in different parts of a force area from being designated different powers dependent upon local need.

In December 2007 the then Home Secretary assigned 20 standard powers to PCSOs in a move to standardise the function of the role across England and Wales. Chief Officers are also able to designate a number of discretionary powers to PCSOs. These will vary from area to area (and can also vary from one part of a force to another). Chief Officers may also designate certain byelaws particular to their area, usually in conjunction with the local authority.

A PCSO must be aware of the extent of their powers and work within them, always considering their own personal safety. However, whilst PCSOs retain the power given to them, they are not under a duty to act in any given situation. (Although PCSOs do have a duty under Paragraph 2(4A) of Schedule 4 (when designated) to remain with a police officer when transferring control of a detained person to his or her custody while the police officer has the person under control).

Supervision

Through the neighbourhood policing model, PCSOs should always be supervised by the neighbourhood Sergeant who is responsible for a PCSO’s tasking, performance and welfare.

It is acknowledged that, on a day to day basis, the neighbourhood Constable may co-ordinate and direct the activity of PCSOs in their area and task them accordingly.

Shift patterns, communication methods and work load capacity need to be carefully considered when aligning PCSOs to their line supervision and leadership.

Recent increases in PCSO numbers may have led to implications for Sergeants’ management capacity and some forces have recruited additional Sergeants to ensure a manageable supervision ratio.

It is important that Sergeants do not have too many officers to manage in order that PCSOs receive the support and direction they need.

It is also important that any new Sergeants are given an induction on the PCSO role and their powers in their locality in order that they are tasked appropriately and not asked to do something that sits outside their role or for which they have not received training to do.
Case Study: Nottinghamshire Police

The community Sergeant remains the first line supervisor with constable beat managers providing day to day leadership of the PCSOs they work with. The role of advanced Constable community beat manager with leadership responsibility for PCSOs attracts a Special Priority Payment to compensate for this extra responsibility. The Sergeant retains responsibility for completion and monitoring of the Personal Development Review (PDR) for the PCSO, but daily tasking and briefing of the PCSOs falls to the constable, who directs and co-ordinates the activity as required.

The force is moving towards a self assessment PDR, overseen by a sergeant, who ensures development and personal objectives are set.
Problem solving and working in partnership

An integral element of Neighbourhood Policing is the ability to involve the community and partners in finding solutions to the problems they have identified.

Whichever problem solving method is used, the principles are broadly the same. Having identified the problem via a particular source (community member, partner intelligence, crime analysis, etc), and what the source hopes to achieve, the problem must then be thoroughly analysed to establish its true causes, the profile of offenders (if any), the nature of the location and the profile of the victims.

Once analysed, the problem can be addressed using the appropriate responses, by the appropriate organisations.

PCSOs are in a position to develop close links with partners such as housing associations, local shops, health care professionals, schools, licensees, voluntary organisations and local councillors. These can be of immense benefit when trying to implement creative responses to both long term problems and crime investigations. PCSOs should also endeavour to establish links with internal specialists, such as intelligence units and to make full use of all of the resources available to them, even if this is via their sworn officer colleagues.

Continuous improvement

In early 2008, the NPIA, commissioned by the tripartite partners, undertook a review of PCSOs which focused on the following areas:

- Role
- Powers
- Selection, training and career development
- Supervision
- Uniform
- Protective equipment
- Age
- Volunteering Scheme

The report addressed the issues of negative media attention and the variance in roles across forces which threatened to undermine the implementation of Neighbourhood Policing and decrease the positive local impact of PCSOs in terms of reassuring communities at a time when crime was falling and confidence in policing was rising. The report was followed by a PCSO Progress Report (2009) and Monitory Report (2010).
In response to this, ACPO, the Home Office and the APA asked the NPIA (CF & NPP) to conduct a review of the current ACPO guidance for PCSOs with a view to addressing the concerns raised.

The report made 22 recommendations which were reviewed in 2009. Some recommendations looked to standardise some of the elements of PCSO (i.e., their uniform should make them distinct from sworn police officers; a training programme should be developed to standardise the initial training provided to PCSOs). The findings of the review can be found at www.neighbourhoodpolicing.co.uk. The report was followed by a PCSO Progress Report (2009) and Monitory Report (2010).

In addition, a national PCSO Practitioners Group, coordinated by the NPIA, meets bi-monthly and brings together forces to discuss national and local issues reported by web-based resources.

Conclusion

Police Community Support Officers have been shown to have an important role to play in the success of effective neighbourhood policing. They work best when:

- They are well supervised, appropriately tasked and work as a part of a Neighbourhood Policing Team, with police officers and representatives of statutory and other partners
- They regularly interact with local communities, building trust and relationships in specific geographic areas
- Effective use is made of their powers and links with the community to reduce crime, increase public confidence in policing and reassure communities

PCSOS are evolving in terms of roles, powers and activities as operational experience increases. Further guidance will be issued as appropriate.

Regular updates can be found at: www.neighbourhoodpolicing.co.uk
ASBOs

Neighbourhood Policing is about solving problems in the community. Imposing an anti-social behaviour order or ASBO can be part of the solution.

Perhaps you believe that an ASBO may be the solution to a problem in your neighbourhood but you’re not sure what to do next. Drawing on the experience of skilled anti-social behaviour practitioners from within the police service and the Crown Prosecution Service (CPS), this section will help you to:

- decide whether an ASBO is the answer to your problem and, if so,
- guide you in your investigation and file preparation.

What is an ASBO?

An ASBO is a court order which prohibits a named individual from doing a particular act. For example, it might prohibit someone from:

- entering a particular area, or
- being with other named individuals.

An ASBO can only prohibit someone from doing something; it cannot make them do anything. If your community has a problem with truants, for example, you cannot use an ASBO to force the truants to go to school.

Breaching any prohibition of an ASBO is a criminal offence which carries up to five years imprisonment.
Delivering as a team

ASBOs continued

Types of ASBO

Stand alone ASBO

These are most commonly applied for in the Magistrates’ Court, which will issue a summons at the request of the police, local authority or a registered social landlord (RSL).

This is the best way of getting an ASBO where:

- the behaviour does not involve criminal conduct, or
- the evidence is very complicated.

Interim ASBO

The court cannot impose bail conditions in a stand-alone ASBO case, so in order to protect your community whilst you are waiting for the full ASBO hearing you can apply to the court for an interim ASBO.

It should be viewed as an ‘emergency’ provision for serious cases of anti-social behaviour, with prohibitions designed to prevent this continuing.

There is no formal testing of the evidence in relation to an interim ASBO but the court will only impose one if it considers it ‘just’ to do so.

In extreme cases, such as those involving witness intimidation, an interim ASBO can be obtained from the court ex parte, i.e. without telling the defendant first. An ex parte order is only effective once the defendant has been told about it and will only last for a few days to allow the court time to fix a hearing which the defendant will attend.

Order made in criminal proceedings

If a defendant has been convicted of a criminal offence, the prosecutor can apply for an ASBO as part of the criminal proceedings. The prosecutor is not limited to presenting the facts that led to the commission of the criminal offence but can use the same evidence as would be used in ‘stand alone’ ASBO proceedings.

This is probably the quickest and most convenient route where a defendant is facing criminal prosecution which involves anti-social behaviour. However, you will need to consider the likely sentence for the criminal offence before proceeding (see ‘How do I get an ASBO?’).
ASBOs continued

Types of ASBO continued

Order made in County Court proceedings

Sometimes, a defendant will be facing proceedings in the County Court. For example, it is fairly common for tenancy agreements to stipulate that tenants must not behave in an anti-social manner. Breaching that condition can have the same consequences as not paying rent and a defendant may be brought before the County Court. You may then be able to apply for an ASBO alongside any tenancy enforcement action that is being taken.

This is one example of why it is so important to know what other agencies are doing to tackle anti-social behaviour in your neighbourhood.

The ASBO is just one of the tools you can use to combat anti-social behaviour. If you are considering an ASBO, you may have already tried other interventions like injunctions and acceptable behaviour contracts – or decided that these are not the answer to the problem in your neighbourhood.

ASBOs are not a cure all. They are rarely the answer unless there is a pattern of behaviour that can be easily identified and targeted with a simple and enforceable prohibition as in the examples opposite.
Examples

A man has racially abused a local shopkeeper on four occasions. You might seek an ASBO preventing the man from entering the road the shop is on and/or approaching the shopkeeper.

Two local youths have been responsible for numerous acts of abusive graffiti in your neighbourhood. One acts as a look out and takes photographs whilst the other writes the tag. They have used marker pens and spray paints to cause a great deal of damage throughout the area. An ASBO preventing the youth from carrying paint or marker pens anywhere in your neighbourhood, with a second prohibition preventing the two youths from being together in a public place, may be the answer to the problem.

Remember that the police are not tackling anti-social behaviour in isolation. There may be an anti-social behaviour team in your area that includes representatives from the local authority, RSLs and police. The arrangements are different in each neighbourhood, so find out what’s happening in yours. Other people can be an invaluable source of advice and may even be able to provide you with evidence to support your case.
How to get an ASBO

Before granting an ASBO, the court must be sure that a person has behaved in an anti-social manner and that an order is necessary to prevent further anti-social behaviour.

- Anti-social behaviour has a precise legal definition. You must prove that an individual has ‘behaved in a manner that causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household as themselves’. You cannot assume that the court will conclude that all bad behaviour – or even all criminal behaviour – is also anti-social. You must provide additional evidence outlining the effect of the behaviour on those who have had to put up with it. Without this additional evidence you will not get your order.

- A court will only decide that an ASBO is necessary if you can show that there is a clear, identified pattern of behaviour that can be targeted by a simple prohibition.

The court will also want to know what has been done to try and stop the anti-social behaviour before you decided to apply for the ASBO. Was there an acceptable behaviour contract? Has the defendant failed to respond to court orders such as supervision orders in the past? These are all things that you will need to include in your statement to the court.

A court is unlikely to issue an ASBO if it is going to sentence a person to a long period in custody. If you are considering applying for an order on conviction (see earlier), think about the likely penalty for the main offence before embarking on a lengthy investigation for an ASBO. If you are unsure about the likely sentence, contact the anti-social behaviour specialist for your area through your local CPS office.
What evidence do I need?

To obtain an ASBO, you must have evidence for:

- the defendant’s anti-social behaviour and
- the need for each prohibition you are seeking.

As in a criminal case the evidence should be presented as statements and exhibits in a form that the court will understand. A bundle of incident logs without a statement explaining what they show is of little use.

The wider the restriction that you are seeking, the stronger the evidence must be.

For example, the court will not prohibit someone from entering a wide geographical area on the basis of a single minor incident. But it may do so if there is evidence of several more serious incidents across the area.

Several types of evidence can be brought to bear on an ASBO application.

Previous convictions

A defendant’s previous convictions are frequently the best evidence. Much criminal behaviour is also anti-social and has already been proved beyond a reasonable doubt.

In many cases, however, it is the facts that led to the conviction that are relevant and these should be included in your file of evidence.

Example

You have decided that prohibiting B from entering a certain area is the best way to stop anti-social behaviour in your neighbourhood. You have also discovered that B has a conviction for burglary. Your supervisor advises you to check the facts of the burglary case to make sure that it is relevant. You find that the burglary was committed in the prohibited area so you include this evidence in your application.
Direct evidence

Witnesses are able to give evidence of what they have seen or heard in the same way as they can in criminal proceedings and this evidence will always carry more weight than hearsay evidence. Special measures are available to protect witnesses in ASBO proceedings and reluctant or vulnerable witnesses should be reassured on this point. A frightened or intimidated witness may be able to give evidence through a TV link, a video recording of their evidence can be played to the court, or screens can be used to protect their identity.

Hearsay evidence

Hearsay evidence (i.e. evidence of what someone has told you) is admissible in ASBO proceedings but is rarely as persuasive as the evidence of a live witness. The court will also consider why you are using hearsay evidence rather than calling witnesses. Always explain clearly why you are using hearsay evidence rather than calling the witness to court.

If the court thinks that the witnesses are not being called because they are not really bothered about the case or because you have not bothered to take a statement, it will pay little attention to the evidence. However, the court will be sympathetic if there is clear evidence that a witness has been intimidated or is too frightened to attend court.

Hearsay evidence from anonymous witnesses is also admissible. Once again the court will want to know why the witness will not attend court and why they refuse to be named. For obvious reasons, anonymous hearsay evidence is likely to be less persuasive than other types of evidence but it can be useful in cases involving high levels of intimidation.

In assessing the weight to be attached to any hearsay evidence the court will consider:

- whether the statement was made close in time to the incident to which it refers
- whether the evidence is of what the witness has said or what someone has told you the witness has said – first-hand hearsay is better than second-hand hearsay
- whether the account is a word for word record of what was said or a summary
- whether the person who gave you the account has any motive for lying
- whether the hearsay evidence is being used improperly to avoid the witness being called or their evidence being properly evaluated.
ASBOs continued

Tips for dealing with hearsay evidence

- Record the witness’s account word for word. Get the witness to sign and date their account and include the account in your statement.
- Better still, ask the witness to make their own statement even if they don’t want their details revealed. If you take a statement from a witness who wishes to remain anonymous, refer to them as witness A, witness B, etc.
- Carry out Police National Computer (PNC) checks on all witnesses and set out the results in a statement.

Consider the credibility of your witness. If you have any reason to believe that they may be lying or mistaken, do not use their evidence. If you are convinced of their credibility you should say this and give your reasons in your own statement.
Will an ASBO work?

An ASBO will only be as good as the prohibitions it contains and will only be effective if it is actively enforced.

Getting the wording right

The prohibitions you are suggesting must be easily understood by:

• the defendant
• your colleagues
• the court

For clarity, avoid vague words like ‘loiter’ and replace phrases like ‘must avoid associating with’ with simpler expressions such as ‘must not be with’.

Examples

**Well written prohibition:**

‘You are prohibited from being in possession of spray paint in a public place.’

Why is this good?

• Clear, precise and specifically targeted at the offending
• Easily enforceable so no apparent difficulty for the prosecution
• Targets behaviour leading to offending so the arrest can take place before there is another victim!

**Poorly written prohibition**

‘You are prohibited from loitering in the vicinity of 1 Acacia Avenue.’

Why is it poor?

• Not sufficiently precise! Prosecution on breach would need to prove what is meant by ‘loitering’ and ‘vicinity’
• Similarly, defence could argue that the defendant was unclear about the meaning of the prohibition
• Difficult to enforce! How does the response officer know when to arrest?

By the time there is a breach there may be a victim who has already been caused further harassment, alarm or distress.
An ASBO restricts the behaviour of its subject so it has implications for his or her human rights.

The wording of the ASBO must balance these rights against those of others within the wider community.

The force solicitor, CPS anti-social behaviour specialist or local authority anti-social behaviour unit can offer you advice on this.

Enforcing the ASBO

Include a strategy for enforcing the ASBO as part of your application. The court will only impose an ASBO if it believes that it can be enforced.

- Everyone in your community knows that theft is an offence and will report incidents to you. However, no one will know that a particular individual has an ASBO unless they are specifically told. If the ASBO is not well publicised the community will not be able to report breaches of it. You might consider:

  - delivering ‘ASBO leaflets’ in the local area informing your colleagues through a neighbourhood bulletin
  - publicising the ASBO through the local media or via Neighbourhood Watch.

Always check with your supervisor before publicising an ASBO as this is a complicated area of law.
Where to get further advice

Preparing an ASBO application may seem hard at first – but it’s not as hard as living with anti-social behaviour. Once you get the hang of it you’ll find that it is no more difficult than a criminal investigation. It’s just different.

People who can give you advice or support locally are:

- A police or partner agency colleague in your neighbourhood who already has experience of this type of work (but beware of copying bad practice)
- the force solicitor
- the local anti-social behaviour specialist prosecutor (contacted though the CPS)
- local authority anti-social behaviour unit.

You can also find further detailed guidance at http://webarchive.nationalarchives.gov.uk/20100405140447/asb.homeoffice.gov.uk/members/article.aspx?id=7534

The most important thing is not to let fear of the unknown prevent you from taking action. There will always be someone to help you. Don’t be afraid to ask for advice – get support and get going.

Recent changes to relevant legislation

From 1st February 2009, Section 123 of the Criminal Justice and Immigration Act 2008: (http://www.opsi.gov.uk/acts/acts2008/ukpga_20080004_en_1) added two new sections, 1J and 1K, into Part 1 of the Crime and Disorder Act 1998 – requiring agencies to carry out a one year review of ASBOs issued to persons under 17 and sets out how the review should be carried out. Section 1K sets out which agencies are responsible for carrying out and participating in the review.

From 1st December 2008, Section 118, Schedule 20 Criminal Justice and Immigration Act 2008, (CJIA) (link as above) introduced premises closure orders. These allow courts to temporarily close premises associated with significant and persistent disorder or persistent serious nuisance.

The CJIA inserted these powers into a new Part 1A of the Anti-Social Behaviour Act 2003: http://www.opsi.gov.uk/acts/acts2003/ukpga_20030038_en_1 which provides for issuing closure notices and making closure orders.

The purpose of the powers is to

- provide immediate respite to communities suffering from misery caused by anti-social neighbours
- provide a means with which to engage perpetrators and tackle the underlying causes and put an end to the nuisance behaviour.

These powers should only be used as a last resort, where other interventions have been used or considered and rejected for good reason, and where implications, for example, for children or vulnerable adults in the premises, have been carefully considered.

The powers should not be used as an eviction tool or a fast track to eviction.
Working with partners
Neighbourhood policing is built upon a solid foundation of what has been shown to work in terms of building safe and confident communities. Evidence-based learning from various national programmes including Reassurance Policing, Community Cohesion, Safer Communities and Policing Priority Areas have shown that a neighbourhood level approach makes people feel safer and is what communities want. The most effective way to work in partnership will be locally determined by police, partners and communities.

This section of the guide covers the following main areas:

- The background and new developments to working with partners in neighbourhoods
- The development of neighbourhood management exemplar sites
- The wider neighbourhood team, including partners, accreditation, co-location, Neighbourhood Crime and Justice (NCJ) co-ordinators, Community Crime Fighters and Neighbourhood Watch.
- Joint action, communication and feedback
Successful neighbourhood policing cannot happen in isolation – robust and effective solutions to local problems can only be delivered by harnessing the support, expertise and active involvement of all community safety partners – including communities themselves.

Neighbourhood policing offered one framework for bringing together all these key players – tailoring and delivering joint solutions and is a key part of neighbourhood management’s wider approach.

In practice, these solutions will look different everywhere, as every community has its own particular needs and concerns.

We hope that this section of the guide will give community safety partners an understanding of the wider context within which neighbourhood policing operates, and encourage them to consider how they might work with neighbourhood policing teams to achieve communities that are safe and feel safe. Further information on specific areas can be found in other parts of this guide.

It is also intended to give police officers and staff an improved understanding of partnership structures and developments and signpost sources of more detailed information.

We can address the issues specific to partnerships by applying the general principles of neighbourhood policing:

**Access** – provide local people with a named point of access to local policing and partnerships

**Influence** – provide opportunities for local people to influence policing and community safety priorities in their neighbourhood

**Interventions** – provide targeted and controlled responses in collaborative partnership

**Answers** – provide sustainable solutions to problems and feedback on results.
Whilst ‘neighbourhood’ generally describes a geographic area, there is no universal definition which is shared by all community safety partners. Communities themselves also have widely differing views of what constitutes their neighbourhood.

For the purpose of neighbourhood policing a neighbourhood is defined through local agreement between communities and public service organisations (local authorities, police and other partners).
Embedding community safety into the planning and operational delivery of all local authority services, as well as those of probation, police and fire services, is already a duty under the Crime and Disorder Act 1998. Section 17 originally provided that:

“Without prejudice to any other obligation imposed on it, it shall be the duty of each authority to which this section applies to exercise its various functions with due regard to the likely effect of the exercise of those functions on, and the need to do all that it reasonably can to prevent, crime and disorder in its area.”

The Police and Justice Act 2006 extended Section 17 to clarify that crime and disorder includes anti-social and other behaviour adversely affecting the local environment, and the misuse of drugs, alcohol and other substances.

Ways of delivering under Section 17 which support neighbourhood policing may include:

- ensuring lighting of public spaces meets communities’ needs
- removing graffiti
- removing abandoned cars and fly-tipping
- providing facilities for young people
- arson prevention
- considering crime and disorder in planning and licensing decisions.
Background and new developments continued

Information sharing and identifying priorities for action

To ensure that neighbourhood teams focus on the priorities that have greatest impact on local communities, they need to gather community information from a variety of sources.

The National Intelligence Model (NIM) is a process used by all police services to determine how best to deploy resources and deal with problems based on the information that has been gathered.

Community information may be direct or indirect and can come from communities themselves and from public services in the area.

For example, a range of services – Police, Health, Probation, Education, Fire, Housing and other stakeholders – may be in contact with, and hold information about, a given area, street, house, or person. The use of the NIM approach within neighbourhood policing and management allows police and partners to identify priority neighbourhoods and tackle the issues within those neighbourhoods which the community have decided are the priorities.

To enable early identification of priority neighbourhoods a data-sharing process should be in place in order to draw this information together.

Traditionally, there has been concern and caution over data-sharing because of data protection legislation. The Ministry of Justice has produced a toolkit on data sharing which shows that more can be done to share data if the correct steps are followed and is available from the following website: www.dca.gov.uk/foi/sharing/toolkit/index.htm

Although this site still functioned at the time of writing, responsibility for it has now passed form the DCA to the Ministry of Justice: www.justice.gov.uk
Information sharing protocols

Partners collate information on a daily basis – for example, calls to environmental health, trading standards, licensing, ward councillors, park rangers and housing authorities – which can reveal local concerns. CSPs need to introduce a method to ensure this information is collated centrally and fed into the NIM processes.

Comprehensive Area Assessments (CAAs)

The inspection and assessment structure for police and other local public services is undergoing a major change, with the introduction of Comprehensive Area Assessments (CAAs). These will provide an independent assessment of how well people are being served by their local public services and will also identify effective practice. CAAs focus on how well these services, working together, are achieving improvement and progressing towards long-term goals.

Essentially, the inspectorates will provide their joint view on the short, medium and long-term prospects for better results for local people in each area. This will be linked to assessments of the performance and value for money provided by the individual public bodies serving the area carried out by the relevant inspectorates.

The assessments of NHS organisations, police authorities and forces, fire and rescue authorities, probation boards and prisons are described in more detail in the frameworks of the relevant inspectorates.

The development of information sharing protocols by CSPs is one way to ensure that this local knowledge is shared with neighbourhood teams. In order for partners to have confidence in sharing information, it is essential that robust and appropriate information sharing protocols are in place both across the Responsible Authorities, and also across the broader partnership.
Neighbourhood management

Neighbourhood management is about improving the way key services are delivered, tailoring them to the needs and priorities in a defined neighbourhood. Working with a neighbourhood manager and team it requires effective participation by local residents and organisations – and commitment from local service providers to work in partnership at the strategic and neighbourhood level.

Local authority and policing activity are key components of this partnership approach. The police clearly take the lead in detecting crime and helping to bring about successful prosecution, and play a vital part in making communities feel more secure. They can provide valuable intelligence and community contact to help local authorities and other partners find long-term solutions to bring about a sustained reduction in crime and anti-social behaviour.

Equally, local authorities and other partners often have knowledge and understanding of certain aspects of their local neighbourhoods that is far better than that of the police.

A key part of improving public confidence is joining up service delivery on the front line and demonstrating to the public that there is a co-ordinated approach to reassurance and crime reduction, with a common sense of purpose shared by agencies.

Despite reductions in overall crime, some disorders and criminal offences generate fear and insecurity and can change the way that people go about their daily lives.

The Home Secretary, Therese May speaking at the ACPO-APA Conference, June 2010. ‘The police, like every public service, have to remain accountable. But they do not have to be accountable to bureaucrats in Whitehall – they should be accountable to the people they serve in their communities. So we will swap the top-down bureaucratic accountability for local democratic accountability... it means publishing accurate local crime data, so that maps can be produced showing exactly what crimes have been committed where. It means regular beat meetings for local communities to hold their neighbourhood policing teams to account...
Recent work on ‘signal crimes’ found that some disorder and criminal incidents are interpreted by people as warning signals about the level of safety and security in a neighbourhood. Most people’s concerns about neighbourhood security are related to anti-social behaviour, incivilities and disorder. These issues can have more impact on communal feelings of safety than the actual level of recorded or serious crime in the neighbourhood.

The Flanagan Review of Policing 2008 said:

“The Home Office, CLG and WAG should put in place proper governance and programme support arrangements to deliver the action plan which will promote the closer integration of neighbourhood policing with a neighbourhood management approach.”

(Recommendation 26)
Early in 2009, a programme of work began to identify sites that are already working well at integrating neighbourhood policing with neighbourhood management and develop them to act as exemplar sites. These areas, which will already have well integrated joint service delivery, will act as key peer mentors to other areas wishing to develop their own integration of services, with the eventual aim of improving service delivery across the board.

This programme of work has been developed by a cross Government multi-agency working group consisting of the Home Office, Communities and Local Government, National Police Improvement Agency, Association of Chief Police Officers, Improvement and Development Agency and Local Government Association, and informed by a reference group of practitioners.

**It aims to:**

- Empower local communities, by delivering more citizen focused services and improved local accountability for neighbourhood policing and local community safety services
- Help local authorities, police and other partners deliver against a basket of indicators included in the new Local Performance Framework and Assessments of Policing and Community Safety
- Allow flexibility with local partnerships able to work out what works best for them given their local circumstances, rather than having a model imposed on them
- Have cross-Ministerial support, with aligned national policy messages and performance frameworks
- Abide by the new burdens rules

Further details about the neighbourhood management agenda can be found at the website of the National Association for Neighbourhood Management: [www.neighbourhoodmanagement.net](http://www.neighbourhoodmanagement.net) and also at: [http://www.communities.gov.uk/communities/](http://www.communities.gov.uk/communities/)
Local Area Agreements (LAAs)

Aside from CSPs, one of the key ways to plan for partnership working is through Local Strategic Partnerships (LSP) and Local Area Agreement (LAA) negotiations.

Getting agreement to shared outcomes between police and other community safety partners will help provide a common context for action at the neighbourhood level.

LAAs provide improved coordination between central government and local authorities and their partners, working through the LSP.

They bring together a range of funding that is linked into outcomes rather than processes. They focus on defining a range of agreed outcomes that are shared by all the delivery partners locally.

The action needed to achieve the outcomes and targets, including the identification of funding priorities, is the responsibility of local partners.

Participatory budgeting directly involves local people in making decisions on the spending priorities for a defined public budget, for example for activities such as local environmental issues, community facilities, road safety measures or local crime initiatives.

The White Paper, *Communities in Control, Real People, Real Power*, placed participatory budgeting firmly at the heart of the Government’s drive to pass more power to neighbourhood level.

In September 2008, Secretary of State Hazel Blears launched the Participatory Budgeting National Strategy which sets out how participatory budgeting will be used in every local authority area by 2012.

Since late 2008 there have been 34 participatory budgeting pilot areas in England, covering urban and rural, north and south areas and within different governance arrangements and authorities (including county, district and parish) of different political control.

The government is encouraging participatory budgeting to be used more widely across public service provision, for example in policing and health.

The Participatory Budgeting Unit is the key delivery agency, funded by the department for Communities and Local Government. The role of the unit is to help promote and develop participatory budgeting and advise community development workers and local authority officials on the development of new projects.

More information can be found at: [www.participatorybudgeting.org.uk](http://www.participatorybudgeting.org.uk)
Background and new developments continued

**Neighbourhood teams**

Each neighbourhood team is dedicated to a locally agreed geographic area. Team members are visible, accessible, locally known and knowledgeable about their areas. In addition to using their full enforcement powers to deal with crime and disorder, they will be working with partners to resolve the problems that matter most to local people.

The size and make-up of neighbourhood teams reflects the nature of the areas they cover and the needs of local communities. Individual police services and authorities are therefore best placed to decide, together with partners and communities, the most appropriate way to implement neighbourhood policing locally, based upon the framework of the neighbourhood policing principles and the citizen focus Hallmarks.

### The role of the neighbourhood team is to:

- Understand their local neighbourhoods
- Engage communities and partners to identify safety concerns
- Agree the top priorities for neighbourhood action
- Coordinate action with partners
- Intervene and enforce
- Communicate and feedback success or lack of success.
Background and new developments continued

Neighbourhood teams are ideally be made up of police and partner resources. A team will include Police Officers (usually Police Constables led by a Police Sergeant and a Police Inspector), Police Community Support Officers and Special Constables and may include local volunteers.

Partners on the team will typically include local ward councillors, wardens, neighbourhood managers, housing managers, youth workers, private security companies, Neighbourhood Watch groups and other community and voluntary organisations.

They may also include those who are accredited under Community Safety Accreditation Schemes which allow individuals involved in a community safety role to be given a limited number of enforcement powers.
Background and new developments continued

From the extended police family, the following resources are available:

Police Officers who will be specifically selected and trained to work in a geographic area, and who will remain in place long enough to build up mutual trust and confidence with local police and partners.

Police Community Support Officers (PCSOs) working alongside the police to provide a visible, accessible, familiar and reassuring presence to address community issues as they arise. They patrol their local area, providing help to the public and dealing with incidents of nuisance and anti-social behaviour by engaging with communities. By dealing with minor incidents, PCSOs help police to make more effective use of their time and provide additional operational capacity. They act as trained ‘eyes and ears’, enabling regular officers to focus on dealing with issues that require their additional range of powers and training. PCSOs can also be given a number of limited powers which allow them to deal with low level crime and other quality of life issues.

Special Constables work part-time and on a voluntary basis alongside the regular police force. They support and are supervised by their regular colleagues and have the same legal powers. Special Constables are expected to do much of the same work as regular officers, providing a strong visible police presence in local communities and assisting with incidents.
Resources provided by local authorities will depend largely on the nature of the area. In some urban areas they should include:

**Service providers** such as environmental services, social services, local health services, youth and education services who will actually deliver improvement on the ground, often on the recommendation of the police and neighbourhood. For example:

- **Planning**: ensuring that the design of the physical environment is safe
- **Social services**: providing support to vulnerable families and helping to break cycles of offending and anti-social behaviour
- **Youth services**: linking to the work of youth offending teams
- **Children’s services**: working through the new Children’s Trusts
- **Licensing and trading standards**: helping to control alcohol-related violence and under-age alcohol sales, working closely with the police
- **Environmental services**: dealing with graffiti and abandoned cars.

**Neighbourhood Community Wardens** who are trained to patrol the streets, logging and reporting environmental issues as well as assisting vulnerable members of the community and generally helping local residents to feel safe and secure. Their main purpose is to improve quality of life and contribute to the regeneration of areas. They also get involved in local community projects working with all ages and sectors of the community.

**Neighbourhood Managers**, who are often responsible for management of the wardens in their areas (which will usually extend to multiple neighbourhoods), and have a central role in coordinating all service providers (within and outside the local authority domain), obtaining and managing resources for the communities they serve.

**Councillors** are elected to serve the whole of their local community and they are a key route for communities to make their views felt on the formulation of policy and to respond to the local authority’s overall processes of service delivery.

**Voluntary and community organisations** can often play a pivotal role. For example local community and faith groups, Neighbourhood Watch groups, youth clubs, village halls, environmental groups, etc., all play an important part in improving quality of life issues in neighbourhoods.
Background and new developments continued

Communities themselves are an essential part of neighbourhood policing, and not merely recipients of it. For example:

**Volunteers** from local communities are recruited in some areas of England and Wales to work in support of neighbourhood teams in a variety of roles including administrative support or working with communication officers. They help to free up officers to focus on engaging with communities and solving neighbourhood priorities.

**Neighbourhood Watch** is an example of the community and police working in partnership to prevent crime, build safer communities and improve quality of life. In the UK today there are over 155,000 Neighbourhood Watch schemes in operation and over 10 million people directly benefiting from Neighbourhood Watch initiatives.

**Community Safety Accreditation Schemes** allow individuals involved in a community safety role to be accredited and given a limited number of enforcement powers. Accredited persons provide additional "eyes and ears" on the street and are a useful information source for police officers.
Community Safety Accreditation Schemes were introduced by the Police Reform Act 2002 which enabled Chief Constables to accredit the employees of organisations who contribute towards community safety. People accredited under such a scheme are called Accredited Persons (APs) and can be identified by a nationally standardised badge which must be worn at all times.

Chief Constables can choose to designate an AP with all, some, or none of the powers detailed in Schedule 5 to the Police Reform Act 2002. See the list of powers that can be designated to Accredited Persons.

ACPO have published guidance for forces who are thinking about establishing such a scheme:

Co-location of teams facilitates data-sharing, joint problem-solving and communication. Placing Neighbourhood Teams within the communities that they serve provides easy access, both to and by the community. It can foster better day-to-day relationships between partners and can help to ensure priority problems identified by local communities receive a rapid, coordinated response. For example:

• Using local schools for accommodation of the Neighbourhood Team enables a lively interaction between the police and local young people, generating intelligence and improving community relations, and providing access to a range of community events. It can also help integrate community safety into the daily life of schools

• Placing Neighbourhood Teams within community centres or village halls can increase access to the local voluntary and community sector and payment of rent provides additional income to local charities

• A local mosque, temple, synagogue or church hall could share office accommodation or meeting rooms with members of the neighbourhood team

Creating ‘community safety resource centres’, funded by police and local authorities, can provide a base for the Neighbourhood Team as well as other community safety services such as Fire and Rescue, Town Patrollers, Road Safety Officers, etc.
Neighbourhood Crime and Justice (NCJ) co-ordinators

Following on from a recommendation in the Casey Review, each of the sixty new crime and justice pioneer areas is appointing a dedicated person as a neighbourhood crime and justice (NCJ) co-ordinator to ensure that community payback is visible and tough, that victims of crime are supported to reduce re-offending.

It is intended that the new coordinators will be part of 'the developing local and neighbourhood structure that gives the public a greater say in the way their streets are policed and how offenders are dealt with' and that they will work to:

- let the public know who their local policing team are and the minimum service standards they should expect from them.
- open up the criminal justice system so that there are clear and public consequences for criminals that the public get to know about, including more visible community payback
- ensure that services and support for victims and witnesses like separate seating arrangements at court are up to scratch
Community Crime Fighters

The Home Office funded ‘community crime fighters’ from early 2009. These 3,600 volunteers (one for each neighbourhood policing team in England & Wales) are members of the public who are already involved in helping their communities, and who received training for more advanced work acting as a link between the public and the police.

The Community Crime Fighters here received training to advise people on issues such as:

- how to get the best services from the criminal justice system
- how crime victims and witnesses can get help
- how best to fight anti-social behaviour in their community

The Neighbourhood (and Home) Watch is a partnership where people come together to make their communities safer.

It involves the police, community safety officers of local authorities, voluntary organisations and, above all, individuals and families who want to make their neighbourhoods better places to live.

It aims to help people protect themselves and their properties, and to reduce crime, the fear of crime, and the incidence of fire and environmental damage, by means of improved home security and home safety awareness, greater vigilance, accurate reporting of suspicious incidents and crime to the police, and by fostering a community spirit.

It is established country-wide, in urban and rural areas alike, as local neighbourhood schemes, and town, city and county associations; with representation at police-force area, regional, and national levels.

Neighbourhood (and Home) Watch exists to:

- Prevent crime, and the opportunities for crime and anti-social behaviour
- Reassure local residents, and reduce the fear of crime and anti-social behaviour
- Reduce the incidence of domestic fires and environmental damage to residential property
- Encourage neighbourliness and community cohesion
- Improve the quality of life for local residents and tenants.

Neighbourhood (and Home) Watch does this by:

- Being a community-based organisation, involving residents and tenants working together
- Working in local partnership with the police, local authority, fire and rescue service, the voluntary sector and other agencies to prevent crime and disorder, anti-social behaviour, and the risk of fire and environmental damage
- Sharing information with the police and other agencies concerning crime and other incidents.
Neighbourhood (and Home) Watch can do this by:

- Identifying issues of local concern and drawing them to the attention of local agencies
- Becoming involved in community problem-solving, including taking part in local forums to agree which problems to target and what actions to take
- Getting involved in initiatives aimed at tackling crime, disorder, and anti-social behaviour; preventing the incidence of fire; and reducing the risk of environmental damage
- Promoting crime prevention and home safety
- Providing volunteer administrators and co-coordinators to assist paid (police/local authority) Neighbourhood and HomeWatch staff in the effective running of schemes
- Monitoring local incidences of crime and anti-social behaviour, and reporting them to the police and local authority
- Forming associations at district and county/police-force-area level to share good practice
- Recruiting new members to Neighbourhood (and Home) Watch schemes
- Establishing links and working with other types of Watch, and more widely with other bodies in the voluntary, public, and private sectors (particularly tenants’ and residents’ associations, and neighbourhood police teams and their local panels)
- Adhering to the principles and undertakings outlined in the Compact (on Relations between Government and the Voluntary and Community Sector in England) to help to shape excellent partnerships between statutory agencies and the voluntary and community sector.
Background and new developments continued

Neighbourhood and HomeWatch are organised at the local, regional and national level:

For more information on the movement go to www.mynhw.co.uk
Other Watch Schemes

There are over 60 other types of Watch Scheme in existence in England and Wales including, although not all exist in every force area including Countryside Watch, Farm Watch; Pub watch; Business Watch; Horse Watch; Church watch and even an Obituary Watch!

All have developed through local need and have a part to play in Neighbourhood Policing.

Neighbourhood Policing

With the roll out of neighbourhood policing teams there is an expectation that Watch Schemes can be part of the Key Individual Networks (KINS); part of the community engagement process in helping decide local priorities; ensure regular contact takes place between the teams and Watch Co-ordinators. Additionally, in terms of citizens and the need for the police to measure the level of confidence of its citizens in future, watch scheme members can be seen as crucial in getting the reassurance message around the fear of crime across to a very great number of citizens.

For more information on how Neighbourhood and Home Watch and neighbourhood policing fit together please go to www.mynhw.co.uk and click on “Training Kits”, then scroll down to module 15 “Neighbourhood Policing”.

www.npia.police.uk
Effective community engagement is crucial to the successful delivery of both neighbourhood management and neighbourhood policing. This begins at an early stage of the decision-making process, is tailored to local circumstances, and continues throughout the delivery process.

**Community engagement**

In general, police and partners engaging successfully with communities will:

- have a detailed, neighbourhood level understanding of the demographics of the area they serve
- have a detailed and regularly updated picture of the interests, needs, priorities and preferences of communities in their area
- adopt an approach to engagement that reflects an understanding of how different communities feel most comfortable in interacting with the police and community safety partners
- have an ongoing and consistent dialogue with all sections of communities (including the hard-to-reach/hard-to-hear), listening, acting and reporting back on actions taken
- allow priorities and service delivery strategies to be driven by concerns and priorities determined by local communities
- deliver services in partnership with the community, both groups and individuals.
Neighbourhood teams will use a range of approaches to involve local communities in identifying safety concerns. For example, local issues can be identified and priorities agreed by involving communities in conducting Environmental Visual Audits or patch walks with members of the neighbourhood team.

Street briefings can bring together those living and working in a specific area to identify common concerns. Neighbourhood panels or forum meetings can provide a mechanism for communities to prioritise problem-solving and for feedback on the action taken.

For more information on these and other approaches visit:

www.communityengagement.police.uk and
www.neighbourhoodpolicing.co.uk

Problem solving

Effective problem solving processes allow all parties to engage in identifying issues and solutions from the perspectives of the victim, offender and location, and to pool resources to deliver a joint response.

Joint training in problem solving, involving communities and neighbourhood teams alongside resource holders and decision makers, can help to establish a shared language, common ownership and joint action on neighbourhood problem solving.
Communication and feedback

Key to problem-solving is communication and feedback to communities on how the priorities they have identified are being tackled. In working with communities it is vitally important not to raise expectations beyond what can reasonably be delivered.

On many occasions problems are solved, but unless the wider community is made aware of success, neighbourhood policing will fail in its primary aim of making communities feel safe. If the police and partners are to provide a sense of safety they must actively tell communities about successes and problem-solving initiatives to balance the routine reporting of crime and disorder in the media.

A range of communication methods may be appropriate, depending on the message and on the audience:

- Use the local media, investing time to build good working relationships with local journalists and editors
- Issue joint press releases to make it clear that targeted policing activity and joint problem-solving are being successfully carried out in local neighbourhoods
- Use focal points in the community to publicise success, such as Post Office counters, local shopkeepers, ethnic minority, faith and other community groups, schools, Neighbourhood Watch groups, licensed premises and local councillors
- Use Local Authority newsletters, joint leafleting and other established routes of local communications.

Keeping communities informed is key to increasing their confidence in the neighbourhood team.

Establishment of a joint communication strategy enables the tangible benefits of neighbourhood teams to become more apparent.

Keeping communities informed as to what action police, communities and partners have taken demonstrates understanding of the problems and shows that neighbourhood teams are doing something about them.
Conclusion

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

Your own local circumstances will determine the area that is defined as “a neighbourhood”, and the needs of local communities will dictate what neighbourhood policing and neighbourhood management will look like. This is only a beginning, and the development of neighbourhood management ‘exemplar’ sites is indicative of how rapidly the structures for neighbourhood delivery are developing. The resources section (after the table below) provides some further links to help you develop and improve partnership working in your area.
Background and new developments continued

Partnership in action

The table on this page and the next sets out simple examples of situations which might make communities feel unsafe and lead them to look for support from their local police.

Finding solutions to community safety issues such as these is not just for the police – a wide range of local partners have a role to play.

The table is followed by a number of case studies.

| Group of youths perceived to be causing disturbance | • The neighbourhood team  
• Local Communities (keeping incident diaries)  
• LA Environmental Services (noise, waste, graffiti, etc.)  
• School (during school hours)  
• Housing Manager or Estate Security  
• Youth Offending Team  
• Youth Services  
• Local Authority Anti-Social Behaviour Unit  
• VCS e.g. local youth club  
• LA Licensing Department |
|---|---|
| Abandoned vehicles | • The neighbourhood team  
• Local communities (reporting activities)  
• LA Environmental Services  
• Highways Authority  
• DVLA  
• Fire Service |
### Background and new developments

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<td>• The neighbourhood team</td>
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<td>• Local communities (reporting activities)</td>
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<td>• Drug Action Team</td>
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<td>• Children’s Services</td>
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<td>• Primary Care Trust (health and drug workers)</td>
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<td>• Local Housing Management (for tenancy enforcement – public or private)</td>
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<td>• Social Services</td>
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<td>• LA Drug Intervention Programme (DIP)</td>
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<td>• The neighbourhood team</td>
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<td>• LA Dog Warden</td>
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<td>• LA Environmental Services</td>
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<td>• Local Housing Management (for tenancy enforcement – public or private)</td>
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<th>Speeding vehicles</th>
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<td>• The neighbourhood team</td>
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<td>• Local communities (undertaking ‘speed-watch’ initiatives)</td>
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<td>• Highways Agency</td>
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<td>• Safety Camera Partnerships</td>
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**Image Description**

- **Crack houses**: A police officer standing in a street with a group of people, possibly indicating a crackdown on drug activity.
- **Dog nuisance**: Another scene with a police officer, likely showing enforcement efforts.
- **Speeding vehicles**: An image of a police officer, suggesting enforcement against speeding.
Background and new developments continued

**Derbyshire Constabulary**
Turnaround Camp, led by PCSOs, has introduced local teenagers to the great outdoors. Involving five days of team building activities in the countryside, including map reading, night navigation, mountain biking, walking and caving, young people who are in danger of causing crime and disorder, are chosen by the local neighbourhood policing team to give them guidance about the direction they are going in. The activities aim to give them the confidence and motivation to make positive changes in their school and home lives. PCSOs and other officers from the Safer Neighbourhoods Team work alongside staff from Pleasley Vale Outdoor Centre and the local authority’s anti-social behaviour team to support local young people on the camp.

**Northamptonshire Police**
After engaging with local young people and asking what activities they wanted to do, a PCSO worked with local partners to establish the Eastern District Community and Police Boxing Club. Working alongside the local school and obtaining funds from the local Community Safety Partnership and the local police authority, all the necessary equipment and affiliation to the Amateur Boxing Association (ABA) was secured. John became a qualified ABA coach and set up a management committee to ensure the sustainability of the project.

**Greater Manchester Police**
A local park play centre became the target of youths congregating in the area as the nights began to get lighter. There were incidents of anti-social behaviour, misuse of alcohol and damage to property, including an incident in which the children’s play equipment was set on fire and totally destroyed. PCSOs took personal responsibility for the Centre and the surrounding area and put in place a number of measures including proactive patrol at key times when problems were occurring, stop and account and speaking to youths, referrals to the Youth Intervention Officer, who arranged interviews with the youths and their parents where they were warned about their behaviour and their effect in the area, and use of their connections in the local community to provide new play equipment for the children. Reports of youths congregating and causing nuisance at the centre and in the surrounding area reduced significantly and the children at the centre were able to play on the new equipment provided. Members of the local community wrote a letter of appreciation and sent a photograph of the children playing on the new equipment.
Devon & Cornwall Police

To help tackle issues of anti-social behaviour identified, including noise nuisance by youths, littering and general apathy towards local play parks, a PCSO worked with the local council to set up a Junior Park Ranger Scheme. Upon receipt of appropriate training youngsters between the ages of 6 and 16 work with their local PCSO, Local Council Street Ranger or a volunteer to collect litter from their local play area. In addition to this the youngsters monitor, record and recycle what is collected and report problems such as damage to play equipment or graffiti. They are provided with training to use equipment such as litter pickers, and given high visibility tabards, baseball caps and a diary containing contact numbers which, is also used to record damage and litter collected. Young volunteers are rewarded for their work through CATS (Community Action Through Sport) with increasing levels of sports rewards. Pride in their play areas is promoted, as is good citizenship and increased participation in outside activity. Through participation in this scheme the young volunteers become positively involved in the community, promote good behaviour amongst peers, make new friends and become more aware of their local environment/wildlife. Their work contributes to reducing littering, underage drinking and anti-social behaviour in their community.
Resources

Good Practice on Accreditation Schemes

Neighbourhood Management:

Tools and strategies to facilitate community engagement and effective practice examples (no longer updated)

Guidance for CSPs and LCJBs on how to work together

Local Area Agreements

Comprehensive Area Assessment: Framework document

Summary of law on data-sharing

Neighbourhood and Community Wardens

Crimestoppers: 0800 555 111 or www.crimestoppers-uk.org

Neighbourhood Watch

Participatory budgeting

Casey review: Casey Review

Policing Green Paper: Policing Green Paper

Community Crime Fighters
NIM and neighbourhoods
This section of the guide covers six main areas:

- How to co-ordinate neighbourhood policing activity through the tasking and co-ordination process;
- The value of community intelligence;
- The information that needs to be considered within the strategic assessment to support neighbourhood policing;
- Developing the strategic assessment;
- How to manage neighbourhood co-ordination;
- The essential elements of neighbourhood co-ordination.

The National Intelligence model (NIM) enables managers to organise information to help make resource deployment decisions, co-ordinate actions within and between different levels of policing and ensure that lessons are continually learnt and recorded for future use.

Chief Officers must implement neighbourhood policing in a way that complements and maintains NIM minimum standards to meet their statutory responsibility to comply with ACPO (2005) Code of Practice on the National Intelligence Model.

Police leaders should use NIM to manage disorder, anti-social behaviour and community safety, as well as crime and law enforcement.

Neighbourhood policing will then be delivered in balance with all the other demands on police resources.
NIM and neighbourhoods

Strategic Assessment:
The organisation of information within NIM starts with the creation of a strategic assessment. The strategic assessment identifies issues that are likely to affect service delivery.

All partners within CSPs should use this information to agree priorities, commit resources and co-ordinate activity to deal with those issues.

An accurate and thorough assessment will allow managers to make informed decisions about service delivery which will assist them in achieving performance targets.

The strategic assessment should include a consideration of issues that are of most concern to the community, i.e. identified neighbourhood priorities. This will help to co-ordinate neighbourhood policing through the tasking and co-ordination process.

The intelligence unit will assess those issues, together with all other issues facing the BCU, to recommend a control strategy to the Strategic Tasking and Coordination Group (ST&CG).

For a full explanation of neighbourhood policing related information that needs to be considered in the strategic assessment, see “Gathering Information for the Strategic Assessment”.

The diagram on the following page shows the integration of NIM and neighbourhood policing.
To support the integration of NIM and neighbourhood policing it is necessary to have:

- Committed leadership to ensure that community engagement is used to achieve community safety;
- Intelligence systems that are accessible and searchable, and provide information for the tactical and strategic decision making across partnerships;
- Community needs represented within intelligence products.
Information from the community can include:

- community problems and priorities;
- crime and disorder;
- changes in tension between different communities;
- changes in tension between people within the same community;
- threat, harm, risk and vulnerability;
- incoming and outgoing communities;
- critical incidents.
The Confidence Cycle

Community Engagement → Neighbourhood Priorities → Collaborative product solving

Activity through NIM

Drives → Directs

Community Intelligence → Trust → Confidence

Addresses → Increases

Neighbourhood Problems
Collecting information from the community

Information can be obtained from the community by interacting with different sections of it and maximising any opportunities for further engagement. This may, for example, be where a member of staff deals with a burglary and becomes aware that the victims are from an incoming community. Establishing how, where and when they meet other members of their own community within the area can improve opportunities for community engagement. Some communities have existing networks for engagement. Members of these networks can assist with further engagement, particularly where direct contact with some sectors of the community is problematic. Where members of communities who can act as facilitators have been identified, it is important that they are included in the local key individual network.

Using information from the community

Information from the community will impact on decision making within the NIM process. This could, for example, be information about rising tension between two gangs which highlights an emerging issue at the tactical Tasking and Coordination Group (T&CG) and changes the way staff are tasked.
A piece of local information may be relevant to force and national issues. For example, information received about prostitutes working in a local street may be part of a bigger picture relating to people trafficking. Information should be assessed as to how it can contribute to a wider intelligence picture, and not just on whether action can be taken on that piece of information alone. A piece of information can trigger a law enforcement response but, equally, it may require action in relation to the risk or vulnerability it poses to police, partners and the community. It may also require action as to how the piece of information applies to the intelligence requirement, not just of the BCU but other policing areas and nationally.

Information from the community must be used when intelligence products are created. The following should be considered when research is undertaken within the intelligence unit:

- Identified neighbourhood priorities;
- The impact of problems and problem-solving activity on different communities;
- The impact of problems and problem-solving activity on changing tensions;
- Issues identified as a result of applying the vulnerable localities index;
- Community issues identified though the risk-assessment process;
- Issues identified as a result of applying the signal crimes perspective.
NIM and Neighbourhood Policing continued

Managing information from the community

Information received from the community must be recorded on a 5x5x5 information/intelligence report and submitted to the intelligence unit.

As a result of neighbourhood teams working closely with communities, there is likely to be an increase in the volume of information entering intelligence units and being recorded on systems.

Systems and processes should have the capability and capacity to manage large amounts of information. If this is not the case, the increased volume can be managed efficiently in the following ways:

- Working together with partners, eg, joint intelligence cells;
- Using NIM to define the intelligence requirement and engagement strategies, determining the most useful information in line with priorities;
- Ensuring recording systems are correctly maintained in line with advice contained in the NPIA Guidance on the Management of Police Information;
- Initial screening by line managers of information received, for relevancy.

Systems used for recording and storing information obtained from the community must be searchable and accessible. Independent databases must not be kept.

Arrangements should also be in place to share relevant information with other partners within the CSP. It is important that intelligence units, where possible, provide appropriate feedback to contributors and the community as to how the information they submitted has been used.

This will increase public confidence in neighbourhood policing and encourage the flow of information.
There are situations where the risk of harm to a member of the public giving information is so great that specific action must be taken.

These include the following:

- The nature of the information, the way it was obtained or the circumstances of the person providing it, indicates that the information should be treated in a sensitive and confidential manner.

In this situation, the member of staff recording the information must complete a 5x5x5 intelligence/information report and decide whether the individual should remain anonymous. If anonymity is necessary, the staff member should contact the intelligence unit. The intelligence unit will use the intelligence source register to allocate a unique reference number. This unique reference number will be used on all 5x5x5 intelligence/information reports submitted in relation to information from that individual. This allows information from that individual to be disclosed to other parties without revealing their identity as the source.


The frequency of contact between an individual and the police indicates that the information should be treated in a sensitive and confidential manner, or that the individual may be maintaining a relationship in order to obtain that information.

Dealing with human sources of information

A core requirement of neighbourhood policing is to engage effectively with the community so that information can be obtained about issues which affect the area. Staff should be encouraged to talk to people who live, work and visit in their neighbourhoods. When a member of the public provides the police with information, staff must always be aware of the potential risk of harm and the police duty of care to that person.
Staff receiving information from a frequent contact should inform the intelligence unit. The intelligence unit should have a system in place to identify frequent contact. Frequent contact is defined as information received from an individual on a maximum of three occasions. Where frequent contact is identified, the intelligence unit must review the circumstances of that individual and the information they are providing. The purpose of this is two-fold: firstly, to review whether that individual is being managed with an appropriate level of sensitivity and confidentiality and, secondly, that the review will determine whether they should be considered for registration as a Covert Human Intelligence Source (CHIS). Individuals that are suitable for registration as a covert source will be referred to the dedicated source unit.

- The member of public has been tasked to provide the information by a member of staff. This does not include the requirement to provide evidential statements or the completion of diaries to record witness or victim experiences of a particular problem.

If a member of staff identifies a situation where tasking would be useful they must contact the dedicated source unit for advice.

Specific examples of where these situations may occur, and further guidance, can be found in ACPO (forthcoming) Introduction to Intelligence-Led Policing.
Section 26(8) of The Regulation of Investigatory Powers Act 2000 (RIPA) classifies a person as a Covert Human Intelligence Source (CHIS) if:

a) The individual establishes or maintains a personal, or other, relationship with a person for the covert purpose of facilitating the doing of anything falling within paragraph (b) or (c);

b) The individual covertly uses such a relationship to obtain information, or to provide access to any information, for another person; or

c) The individual covertly discloses information obtained by the use of such a relationship or as a consequence of the existence of such a relationship.

A relationship is used covertly if, and only if, it is conducted in a manner calculated to ensure that the person is unaware of its purpose. It is the actions of the individual, on behalf of a law enforcement agency and in the manner described, that constitutes their status as a source that requires authorisation. Merely providing information to a law enforcement agency that is already within the individual’s possession does not necessitate authorisation.

If, as a result of a review, an individual meets the criteria for registration as a covert source, the rules for CHIS handling should be applied. The individual must only be managed by a dedicated source handler. If, as a result of a review, an individual does not meet the criteria they should continue to be dealt with as any other member of the public. The intelligence manager or controller carrying out the review may provide advice about the sensitivity and confidentiality with which the individual should be managed, including registration on the intelligence source register.

They may also stipulate a future date at which the status of the individual should be reviewed again.
Gathering information for the strategic assessment

Successful neighbourhood policing is delivered with crime and disorder reduction partners. The strategic assessment should, therefore, be produced in collaboration with those partners.

The effective co-ordination of neighbourhood policing and other policing activity is reliant on certain information being considered within the strategic assessment. A collection plan should be formulated to compile the strategic assessment.

The plan must enable the collection of as much information as possible in order to create a thorough and accurate intelligence picture. The information that should be gathered is described as follows.

Existing information

Information gathering for the strategic assessment should focus on the collation of existing intelligence products and analysis within the partnership, in addition to crime statistics, other police information, information from other partner organisations and from voluntary sector public service providers.

In doing so, this will enable the identification of merging trends, risk and intelligence gaps.

Those tasked with providing information should identify the areas of risk which they feel will impact on the partnership in the coming months.

This may include an assessment of identified priority locations, in the form of vulnerable neighbourhoods, which could help identify key trends and themes across the BCU.
NIM and Neighbourhood Policing continued

Progress since last assessment

Information collected for the strategic assessment should include results analysis and updates on tactical initiatives allocated actions and recommendations endorsed from the previous ST&CG meeting.

The strategic assessment will comment on identified issues and priorities and establish the effectiveness of the current control strategy. It is important that, as well as reviewing activity and performance, it is forward-looking and predictive.

It also needs to identify intelligence gaps and recommend an intelligence requirement and make recommendations with regard to prevention, intelligence and enforcement priorities and consider the need for further analysis.

Strategic priorities Policing plans, local area agreements and community safety plans should be brought together in the strategic assessment to align targets and objectives. The strategic assessment should also take account of jointly agreed Community Safety Partnership (CSP) priorities.

The way in which Community Safety Partnership (CSP)s jointly agree priorities will be determined by the implementation of the recommendations of the Home Office (2009) Review of the Partnership Provisions of the Crime and Disorder Act 1998 – Report of Findings. Jointly agreed priorities allow the activity of all partners to be co-ordinated to address the priorities. The police can co-ordinate their contribution to addressing Community Safety Partnership (CSP) priorities by taking account of those priorities within their own strategic assessment.
Neighbourhood priorities

Each neighbourhood team works with the community to identify issues that are of most concern to them and their neighbourhood priorities.

It is important that the strategic assessment includes an overview of these so that trends can be identified which may influence the issues included on the control strategy.

Information from neighbourhood profiles

The neighbourhood profile brings together information about the area from a wide range of publicly available sources. For more information see section on neighbourhood profiles.

Available resources

Those involved in the strategic planning process must be aware of the resources available to them.

This means that an essential part of the strategic assessment is a resource audit of all partners and relevant voluntary sector public service providers.

Where a resource audit has been carried out as part of a CSP strategic assessment the information can be reused to inform the police strategic assessment.

A resource audit:

- Provides a brief summary of the role of all organisations within the CSP;
- Outlines existing information-sharing protocols;
- Lists existing joint working protocols;
- Identifies existing community engagement structures;
- Lists local initiatives, e.g. crime reduction, regeneration and education;
- Describes financial opportunities to fund activity;
- Assesses the relevant capability and capacity of partners
Developing the strategic assessment

The analytical methods used to develop the strategic assessment will vary considerably. The National Analysts Working Group can be contacted via the NPIA for further advice on using analytical tools and techniques for neighbourhood policing. The vulnerable localities index and the signal crime perspective may also be used to inform the strategic assessment process. For more information on the vulnerable localities index visit the Jill Dando Institute of Crime Science: http://www.jdi.ucl.ac.uk and for more information on signal crimes visit the Citizen Focus & Neighbourhood Policing Programme: http://www.neighbourhoodpolicing.co.uk

The development of the strategic assessment requires a collaborative approach so that the ST&CG can fully consider all the emerging issues when setting the control strategy. A full consideration of emerging issues also means that neighbourhood priorities can be included in the control strategy when they reach a significant level of risk in comparison to other policing demands.
NIM and Neighbourhood Policing continued

Tasking and co-ordination meetings


As a minimum, both the ST&CG and TT&CG should include representatives from the CSP to ensure a joined-up approach to tackling crime and disorder.

It is essential that those involved have the authority to direct activity and commit appropriate resources from other organisations within the partnership.

The joint working of all partners at a strategic and tactical level assists collaborative working within neighbourhoods. It ensures that all problems, whether identified locally by the community or via a BCU-level analytical process, are targeted for rigorous problem solving from a prevention, intelligence and enforcement perspective. It will also allow the police, partners and the community to be fully involved in the resolution of those problems.

Most neighbourhood problems will not need to be escalated fully to the tactical T&CG. On some occasions the neighbourhood co-ordination meeting may identify an issue that requires further resources for a one-off event or operation. A request for these resources can be made through the tactical T&CG.
The structure of BCU (Level 1) operation of NIM is illustrated opposite. The production of the six-monthly strategic assessment not only involves a review of the problem-solving plans to identify trends, but also the neighbourhood profiles. This will ensure that any emerging issues, especially in terms of changing demographics or community tensions, are identified and can influence strategic decision making. Using neighbourhood priorities and their associated problem-solving plans as a source of information for developing the strategic assessment, should mean that the control strategy is more focused on the true nature of threats to the CSP.
Neighbourhood policing should provide a policing service to all communities; it should not just deliver neighbourhood priorities. Neighbourhood teams may also be tasked to carry out reassurance activity. This should be in their neighbourhood but may be beyond their neighbourhood priorities, for example, there may be a series of vehicle crimes and a hot spot appears in a particular neighbourhood. Although it may not be a priority identified by the community, it still impacts on them and must be dealt with.

Similarly, there may be public protection issues concerning an individual within a neighbourhood. A neighbourhood team will often be given ownership of a particular problem profile and have to manage this along with the problems linked to their neighbourhood priorities. By addressing neighbourhood crime problems in this way neighbourhood teams will contribute to reassuring their local communities and delivering performance in relation to priority crimes.

Managing neighbourhood co-ordination

Neighbourhood co-ordination is the way in which neighbourhood priorities and local problems are identified and the activity to resolve them managed within neighbourhoods.

Neighbourhood co-ordination forms part of BCU (Level 1) tasking and co-ordination. It is essential that there are clear lines of accountability between neighbourhood co-ordination and the rest of the NIM process so that resource demands can be escalated if necessary.

Details of how co-ordination is conducted will differ between forces but the essential elements must be the same.

The fundamental basis for neighbourhood co-ordination is:

- An open and representative process for community engagement;
- That neighbourhoods have been identified by assessing partner, community and police views, demand, resources and natural boundaries.
The following table summarises the essential elements of neighbourhood co-ordination which are explored in further detail below:

<table>
<thead>
<tr>
<th>Neighbourhood Profile</th>
<th>Created by the neighbourhood policing team the neighbourhood profile brings together information about the area from a wide range of publicly available sources. It records information about the neighbourhood to assist the community engagement and collaborative problem-solving process. It is not a problem profile but should be searchable and accessible.</th>
</tr>
</thead>
<tbody>
<tr>
<td>Structured Engagement Process</td>
<td>Designed and carried out by the neighbourhood policing team the methods used for community engagement should be appropriate for the demographics of the population identified in the neighbourhood profile and the purpose of the engagement.</td>
</tr>
<tr>
<td>Identified Neighbourhood Priorities</td>
<td>It is recommended that each neighbourhood has approximately three main priorities at any one time. They will be identified through the engagement process and defined and prioritised by the neighbourhood policing team in collaboration with partners and the community.</td>
</tr>
<tr>
<td>Neighbourhood Problem Solving</td>
<td>Action to resolve priorities is primarily co-ordinated by neighbourhood policing teams and involves different combinations of partners and community groups. Each problem should have a problem-solving plan which records all the actions being taken to resolve the issue and will be accessible and searchable. The scale and nature of the problem will dictate whether it can be dealt with at the neighbourhood co-ordination meeting or referred to the TT&amp;CG. The TT&amp;CG may then authorise none, one or several problem or subject profiles to direct the resolution of the problem.</td>
</tr>
<tr>
<td>Neighbourhood Co-ordination Meetings</td>
<td>A group involving the community, neighbourhood policing team and other partners which meets regularly to review the activity on each problem-solving plan. Meetings should be scheduled so that any information from them can be passed to the TT&amp;CG and issues escalated, if required.</td>
</tr>
</tbody>
</table>
The essential elements of neighbourhood co-ordination

Neighbourhood profiles

Structured engagement process

The methods used for community engagement should be appropriate for the demographics of the population identified in the neighbourhood profile and for the purpose of the engagement. This will ensure that the engagement process represents the community, for example, if a significant group of residents are unable to attend a public meeting, a targeted focus group may be more appropriate.

There are many ways of engaging with the community. They include:

- Postal surveys;
- Public meetings;
- Open days;
- Street briefings;
- Focus groups;
- House-to-house calls

Further information about community engagement can be found on the Community Engagement in Policing website: http://www.communityengagement.police.uk
Identified neighbourhood priorities

Issues that are important to the public will be identified through the engagement process. These issues will need to be clearly defined and prioritised before action can be taken. Each one should also be researched and corroborated to ensure that European Convention on Human Rights principles have been complied with.

To ensure issues remain manageable, each neighbourhood should have approximately three main priorities at any one time.

There are many ways a decision can be made on prioritisation, ranging from a vote at a public meeting to a representative panel of local people.

In whatever way priorities are agreed, it is essential that they are chosen by representative members of the community and not unduly influenced by police and partners. In areas where neighbourhood co-ordination has been identified as working well, prioritisation is decided on by a representative panel.

Neighbourhood problem solving

Once the priorities have been agreed, a problem-solving plan should be created to address each priority. The problem-solving plan should be specific, measurable, achievable, realistic and timely (SMART). To improve accountability an owner for each problem-solving plan should be clearly identified and recorded. The plan should be owned by a representative from the community group or partner organisation whose primary function best fits the objectives of that plan.

Each plan will need a different combination of partners and community groups to provide a response. An early activity in developing the plan will be to identify which combination is best suited to define and respond to the problem, and which specific people within those partnership organisations and community groups will make appropriate representatives.

A problem-solving plan may be supported by none, one or several problem or target profiles in order to resolve the problem. The scale and nature of the problem will determine whether it can be dealt with at the neighbourhood co-ordination meeting or referred to the tactical T&CG.

The format of the plan will differ between forces but the minimum content should be the same. Forces should ensure that there is a corporate design for the plan across all neighbourhoods.
Minimum content recommendations for neighbourhood problem-solving plans:

- Title of the problem, details of the owner and representatives of partner organisations and community groups involved, objectives.
- Description of the problem using standard problem-solving techniques, eg, SARA (Scanning, Analysis, Response, Assessment).
- Prevention, intelligence and enforcement plans which include communication strategies. These should be created by police, partners and community groups working together to find evidence-based original solutions. The intelligence plan will include details of any specific community engagement required.
- Risk assessment and community-impact assessment.
- Record of activity, action owners and problem-solving meetings.
- Monitoring and review mechanisms.
- Conclusions of results analysis.
- Decision to close and justification for this, but only when those who have raised the issue are satisfied with the outcome.
Neighbourhood problem-solving plans should be searchable and accessible within the CSP. Accessibility is particularly important so that problem-solving plans can be used by intelligence unit staff to develop strategic and tactical assessments, as well as other intelligence products.

Neighbourhood problem-solving plans should also be managed in accordance with ACPO (2006) Guidance on the Management of Police Information.

The problem-solving plan is a way of recording problem-solving activity carried out in relation to identified neighbourhood priorities. Staff in neighbourhood teams must fully understand standard techniques such as SARA. For more information about the effective use of SARA for problem solving see: http://www.npiadocuments.co.uk/npiamanagerbkmk.pdf

More information about problem solving and advice on how to involve the community is also available from the Jill Dando Institute of Crime Science: http://www.jdi.ucl.ac.uk or the Home Office: http://www.homeoffice.gov.uk/rds/pdfs05/dpr43.pdf

Results analysis is critical to the success of neighbourhood problem solving. It is a method for evaluating the effectiveness of activity and should always be used to assess the outcome of activity in relation to neighbourhood problem solving plans, especially where they work together.

The purpose of conducting results analysis is to:

- Identify effective practice and highlight areas for improvement;
- Prevent continued use of ineffective strategies;
- Ensure investment in what works;
- Improve the organisations’ knowledge assets;
- Inform resource decisions;
- Assist in the development of skills and experience levels of personnel.

Further detailed information on results analysis is available in ACPO Practice Advice on Tasking and Co-ordination.
Neighbourhood co-ordination meetings

The group that decides the priorities should meet regularly to review the activity in relation to them and decide if further consultation is required to renew the priorities. They will use the problem-solving plan to co-ordinate the various activities of the police partners and community to make sure the agreed actions are carried out and that the community is satisfied with the outcome.

Discussions at the neighbourhood co-ordination meeting should be guided by the problem-solving plan to achieve the current neighbourhood priorities. This meeting will not require the production of or information from a tactical assessment.

Members of the meeting should agree who will carry out the role of chair. This role can be carried out by a police, partner or community member of the group. The group should decide how often to meet, but the meetings should be timed to fit in with the tactical T&CG meeting so that issues can be escalated if required.

Where several neighbourhoods are grouped together, it may be necessary to co-ordinate activity between neighbourhoods.

In such circumstances it may be appropriate to bring the police, partners and public together to review activity across the cluster of neighbourhoods, prior to escalating issues to the tactical T&CG.

Discussions at this meeting should also be guided by the plans to achieve neighbourhood priorities. No tactical assessment will be produced for this meeting.

Neighbourhood co-ordination can be linked to the TT&CG in several ways:

- Using neighbourhood problem-solving plans as an information source to identify series and hotspots within the tactical assessment.
- Identifying, at neighbourhood co-ordination meetings, an issue which requires further resources for a one-off event or operation. A request for these resources can be made through the TT&CG.
- Giving ownership of a particular problem profile to a neighbourhood team for reassurance purposes, although not directly related to neighbourhood priorities.
Working with rural communities
Working with rural communities

Introduction

Despite consistent falls in the overall level of crime in the last 10 years, many people within rural communities believe that crime is rising and feel increasingly insecure or isolated within their neighbourhoods.

This section of the guide covers the following main areas:

Organisational issues – providing guidance to BCU commanders and senior management teams (SMTs) and highlighting issues to consider when managing neighbourhood teams in rural areas.

Access – exploring ways of ensuring that rural communities have access to policing or community safety services through a named point of contact.

Influence – looking at methods that have been used to ensure that rural communities are able to influence community safety priorities in their neighbourhood.

Interventions – providing examples of successful initiatives where joint action has been taken with communities and partners to solve problems in rural areas.

Answers – giving examples where rural teams have successfully implemented sustainable solutions to problems and provided feedback on results.

Community cohesion – exploring issues relating to community cohesion and providing a variety of case studies from across the country.
It is intended to assist practitioners at all levels in the service to deliver and sustain neighbourhood policing within rural communities. It will support you in identifying and addressing neighbourhood priorities, improving engagement and delivering safer neighbourhoods where people are confident that police and partners are working with them to deal with the issues that really matter.

Despite consistent falls in the overall level of crime in the last 10 years, many people within rural communities believe that crime is rising and feel increasingly insecure or isolated within their neighbourhoods. There is a clear need to address this sense of insecurity and improve the confidence people have in the police, partners and criminal justice system. By working with local authorities and other partners we can deal with the issues that affect communities’ safety and confidence. These issues are often different from those to which the police currently devote the vast majority of their efforts.

Successful implementation of neighbourhood policing is dependent on the police and partner agencies tailoring their services to the needs of local communities and tackling the issues that matter most to them. Neighbourhood policing can be as effective in rural communities as it is in urban settings but there is often a need to adopt different techniques in order to make this a reality.
Introduction continued

The policing needs of rural communities are different from those in our towns and cities. The ability of the police to respond quickly to calls for service may be constrained by distance, and by a rural population dispersed over wide areas. Certain types of crime happen more often in rural areas and some crimes are almost uniquely rural, such as diesel or agricultural machinery theft.

The impact of crime and disorder on victims and communities may be greater in rural areas where there may be fewer local amenities and people may feel more isolated and vulnerable. There may also be a perception that targeted policing in urban areas displaces crime to the countryside.

All these factors make policing of rural communities a challenging task and one which differs significantly from the policing of urban areas.

This guidance has been produced with the help of a variety of organisations, including the National Farmers’ Union (NFU) and the Farmers’ Union of Wales, the Commission for Rural Communities (CRC), local authorities, several police forces and operational officers.
Organisational Issues

Many factors affect the way that police and partner agencies are perceived by the public in rural communities.

The range of organisational issues which police senior management teams should consider when managing neighbourhood teams in rural communities include:

- specialist rural teams
- hybrid officers
- training
- access to rural police stations.

Specialist rural teams

A number of forces currently have dedicated rural teams and/or specialist Wildlife Officers. Some of these cover the whole force area while others only cover a particular BCU.

As neighbourhood policing becomes embedded, these specialist officers and teams are working more closely with the neighbourhood teams to help them tackle issues that have been identified by communities within their neighbourhoods.

Feedback received indicates that satisfaction levels among rural communities are higher where such specialist teams operate.
Organisational Issues continued

Kent: Rural & environmental crime co-ordinator

In 2005 Kent Police appointed a Rural and Environmental Crime Co-ordinator to give external stakeholders in rural communities a single point of contact to address issues specific to the rural environment.

Cambridgeshire: Rural Community Action Team (RCAT)

Cambridgeshire created a Rural Community Action Team (RCAT) in September 2005. This supports BCUs in policing the countryside by leading the response to significant rural issues, such as hare coursing by trespass and stack arson.

The RCAT is a team that is mainly directed at force level, but can also be directed through Divisional Management meetings or self-directed by the RCAT intelligence officer who carries out daily analysis to ensure the team are focused on the right place at the right time with the right intelligence.
Organisational Issues continued

Hybrid officers

Many rural neighbourhood teams cover large areas that are sparsely populated and have low levels of incident demand. In such areas the emergency response teams are often based some distance away from rural communities. In these circumstances, emergency calls may be dealt with more quickly and effectively by neighbourhood officers.

Several forces have therefore decided that officers working in some rural areas will fulfil both Neighbourhood Policing and response functions.

These officers are often referred to as hybrid officers.

When considering whether to designate neighbourhood officers as hybrid officers there are several factors to consider:

- population profile
- incident demand
- issues identified
- geography of the area.

North Staffordshire: Hybrid officers

North Staffordshire BCU managers have decided only to designate neighbourhood officers as hybrid officers in specific circumstances and only where response demand is very low. North Staffordshire has compiled a comprehensive report on this subject which can be downloaded from the Neighbourhood Policing Programme (NPP) website.
Organisational Issues continued

Training

Neighbourhood teams working in rural areas are often dealing with very different policing issues such as theft of farm machinery, hare coursing, stack arson and rural migrant workers. These officers will need training to enable them to deal confidently with these types of issues.

The NPIA have produced a number of training materials which may be of some help to people delivering training to rural officers. Student notes are available for some modules; for others only learning descriptors have been produced (see below). These can be accessed via: www.ncalt.com/

<table>
<thead>
<tr>
<th>Subject</th>
<th>Ref. no.</th>
<th>What’s available</th>
</tr>
</thead>
<tbody>
<tr>
<td>Animals</td>
<td>LPG 0.1.3</td>
<td>Learning descriptors only</td>
</tr>
<tr>
<td>Wildlife &amp; Countryside</td>
<td>LPG 0.1.20</td>
<td>Learning descriptors only</td>
</tr>
<tr>
<td>Firearms, Air Weapons &amp; Crossbows</td>
<td>LPG 0.1.06</td>
<td>Learning descriptors and student notes</td>
</tr>
<tr>
<td>Firearms Awareness</td>
<td>LPG 1.3.23</td>
<td>Learning descriptors and student notes</td>
</tr>
<tr>
<td>Dog Control Orders</td>
<td>LPG 3.5.1</td>
<td>Learning descriptors and student notes</td>
</tr>
</tbody>
</table>
Organisational Issues continued

Access to rural police stations

Forces have looked at various methods to maintain access to the police in rural communities. It is vital to work with partner agencies to make effective use of existing resources.

By working together, agencies can ensure that a general reduction in demand for services such as libraries, police stations and post offices does not result in a complete loss of these services for rural communities. Forces have been making use of mobile police stations, and some have also been working with their local mobile library services, to help meet the needs of rural communities where police stations have been closed (see Access section).

The fire service often has ‘retained’ or part time fire stations in rural communities to enable them to respond quickly to emergency calls.

Forces such as Wiltshire have been working with their fire service to explore opportunities for using these as bases for their neighbourhood teams; they have also worked with other agencies such as housing associations. Other forces have capitalised on opportunities to co-locate with partners.

Kent: Police Wildlife Foundation Course

Officers have attended a Wildlife Foundation Course which provided them with the knowledge and understanding to deal with wildlife related crime. Since they received the training there has been a noticeable increase in the level of partnership working in this area, resulting in a number of arrests.

Cambridgeshire: Police workbook

Cambridgeshire Police have developed a workbook specially designed to provide rural officers with an understanding of rural issues such as hare coursing, night poaching, raves and tack theft. Officers are expected to work through the book which is linked to the officer’s development and PDRs (Personal Development Reviews).

Access

For Neighbourhood Policing to be effective, the public must have access to policing or community safety services through a named point of contact. This can present different challenges in rural locations.

It is important that neighbourhood teams make use of existing rural meetings where appropriate – for example, parish councils, Country Landowners Association and community council meetings. This should be coupled with the engagement of other key groups to ensure that access is available to all community members and is representative of the demographics of the neighbourhood profile.

The most successful neighbourhood teams use a variety of methods to ensure they are accessible to their community. These will be tailored to the differing needs of their diverse communities. Some of the options are considered below. Most of these methods can also be used to provide feedback on results.

Posters and leaflets

These continue to be a very effective way of ensuring that the community is aware of the neighbourhood team and how to contact them.

In rural communities they can be placed on village notice boards, or in village shops, local pubs, doctors and vet surgeries, garages and supermarkets in nearby towns. Keeping a record of where these have been placed means that they can be easily refreshed. It is important to be inventive. Leaflets and newsletters can be delivered by a variety of means, including:

- using Neighbourhood Watch volunteers
- sending them home with schoolchildren
- with local deliveries of milk or newspapers

Phonecalls, email, texts

Feedback from the farming community shows that they prefer short emails or text messages which provide live and up-to-date information.

People working in the open air particularly liked text messages that gave warnings or made appeals for information as they felt that they were being kept informed of events relevant to them.

Cambridgeshire: Police and community intelligence

Text messaging has resulted in increased levels of community intelligence from farming communities. When Cambridgeshire’s text messaging system was unavailable for six months due to technical problems, community intelligence from rural communities reduced significantly.
Local press

Research indicates that people in rural communities use local newspapers as one of their main sources of information. Neighbourhood teams should actively offer good news stories to the local press. Newspapers are often willing to report features on neighbourhood teams and to publicise meetings, surgeries and other engagement opportunities.

It is also constructive to work with local reporters to ensure that they understand the way local priorities are identified. Local newspapers are generally keen to publish details of neighbourhood priorities and explain how the police and partner agencies intend to tackle these. Some teams have secured a regular column in their local newspaper.

Literature in different languages

Many rural communities have seen a rise in the migrant workforce and emerging communities who play a valuable part in rural economies. Some forces are producing Neighbourhood Policing literature and ‘newcomers’ guides’ in a range of languages and are holding surgeries in premises that employ migrant workers.

Mobile police stations

Several forces are using mobile police stations to increase visibility and improve access in rural communities. These are particularly successful where several agencies share the service. For example the local authority or councillors may be interested in joining officers who are using mobile police stations.

Cambridgeshire: Police Newcomer’s Guide

Cambridgeshire Police have translated their ‘newcomers’ guide’ into 14 different languages. This provides people with information about local police and other services and British law. To view the guide visit:


Further information about engaging with emerging communities can be found in the Working with new and emerging communities chapter.
Access continued

Derbyshire: Police mobile police stations

The division has two mobile police stations. They are responsible for visiting isolated rural villages on a published rota basis. These are the villages that make few calls to the police and as a result rarely see a police patrol. The 33 villages to be visited are published in advance, for example on the force website, and the list is reviewed every few months. They are staffed by enquiry office personnel who, for example, handle queries or complaints and issue crime prevention advice. From time to time, Neighbourhood officers also travel out with the mobile police station to village locations. The vehicles are also frequently used at high profile shows and other community events. They are an essential way to be visible to the public – the division would not want to be without them.

Mobile library

Several forces are working in partnership with their local authority and using mobile library services to ensure regular access to their neighbourhood teams. The local authority may be willing to alter the route of the mobile library so that it fits with the neighbourhood policing team’s boundaries.
Access continued

Devon and Cornwall: PCSOs in mobile libraries

Officers use the mobile library service operated by the local council. The local PCSO accompanies the service. People using the library, especially older people, are provided with a bookmark giving crime prevention advice and contact details for the local neighbourhood team.

Public Information Points (PIPS)

Access to policing services can be improved by the provision of fixed and mobile PIPS. Gloucestershire and Avon & Somerset both use PIPS to publicise neighbourhood policing contact details and encourage feedback from the local community.
Access continued

Gloucestershire: Police Village Agents Scheme

The Village Agents Scheme is a community organisation run by the rural council who are seeking to bridge the gap between the local community and those organisations who can provide help and support. The service is primarily aimed at those over the age of 50 and based in the most isolated parts of the community. Neighbourhood staff are now using this as a means of engaging with older people in rural communities.

Avon and Somerset: Kiosk system

Avon and Somerset have a kiosk system which offers public access to their key internet services. These include:

- news
- traffic information
- secure contact forms (sent direct to local officers & Crimestoppers)
- local monthly crime statistics
- job vacancies
- frequently asked questions
- police station information
- wanted gallery

The service is also available in 15 different languages including Russian, Spanish, German, French, Chinese, and Arabic. New developments include access to similar information on digital television, which includes subscribers to SKY and Virgin Media. Details – and the opportunity to try it out – can be found at www.avonandsomerset.police.uk/Interactive/DigiTV/
Surgeries at local supermarkets

Many rural residents travel to large supermarkets in local towns to do their shopping and some neighbourhood teams, such as those in Norfolk, hold surgeries there to engage with people as they shop. Local farmers’ markets can also provide an opportunity for community engagement.

Watch schemes

Watch schemes appear to be a good approach to effective community engagement and forces are working with a variety of different schemes to suit the needs of rural communities, including Farm Watch, Horse Watch, Dog Watch, and many others.

Cambridgeshire: Police Countryside Watch

Cambridgeshire operates a Countryside Watch with 800 members who each pay £30 per year. This pays for an administrator who works within the rural team and supports the work of the neighbourhood team. For more information, visit www.cambscountrysidewatch.org.uk/
Influence

Influencing priorities

Neighbourhood teams need to ensure that residents in rural communities have an opportunity to influence the priorities that police and other agencies are working on in their area. This can be more difficult in rural locations as many neighbourhood officers cover several different parishes or wards. Effective engagement at all levels is essential to ensure that views are fully representative of the community.

The role of parish and community councils is central to this process. The CRC undertook extensive research with parish and town councils in 2006 which revealed the following:

- Over 80% of town councils had discussed crime and disorder over 10 times in the past three years.
- Over 31% of parish councils have produced parish plans.
- 37% of parish councils stated that they rarely or never discuss the crime and disorder implications before taking specific decisions. Regular attendance at these meetings by neighbourhood teams may promote a better understanding of their duty to do so under Section 17 of the Crime and Disorder Act 1998.
- 44% of parish councils and 73% of town councils had spent a proportion of their precept on crime prevention in the previous three years.
- Some parish councils have appointed a councillor to take responsibility for the community safety agenda and ‘champion’ initiatives aimed at reducing crime and disorder. Neighbourhood teams may wish to encourage their local parish councils to adopt a similar approach.
Influence continued

Regular attendance at parish council meetings is vital to ensure that rural communities are able to influence the way neighbourhood teams are working within their neighbourhoods.

“Obviously attending such meetings is time consuming. To overcome this I have arranged with parish clerks that I will attend, have my say, take questions and then go (often I have two on the same evening). At each parish council meeting I am given a spot in which to speak and this is generally brought forward to the time I walk in or shortly afterwards I take a convenient break in their agenda. Before every meeting I call on the parish clerk to see if there is anything on the agenda that I need to research beforehand – it is more professional and shows that I am up-to-date on local issues. It reduces the possibility of looking out of touch.

“I believe that attending such meetings is vital in rural communities. I find it allows me to be seen; it allows parish councillors to get to know who I am and how they can contact me; it allows for problems within the parish, which may become a police matter, to be discussed and action taken in partnership with the council, possibly nipping them in the bud.”

PC Andrew Reid, Hampshire Police
This approach to attending parish council meetings makes effective use of the officer’s time and enables him to spend more time on the beat. Good communication with parish councils ensures that the officer’s time is used efficiently.

Setting the right priorities

Where rural neighbourhood teams cover a large area it can be difficult to set priorities that are relevant to all sections of the community. Neighbourhood teams who use panels to identify priorities sometimes find that the panel is not representative of the whole community and that priorities are not widely relevant. Some neighbourhood teams have overcome this by having several panels within a wide area and restricting each to identifying just one or two priorities.

Some areas have adopted a more flexible approach to identifying neighbourhood priorities and have developed new ways of engaging with the community alongside neighbourhood panels, including use of social media such as Facebook.

Priorities should be SMART, i.e. Specific, Measurable, Actionable, Realistic and Timed. In other words, they must be very specific and achievable. Vague or general priorities such as ‘tackling anti-social behaviour’ should be avoided as it would be very difficult to achieve and measure outcomes.

It is recommended that anti-social behaviour priorities should specify the exact locations and times of the problems that occur. This enables the neighbourhood team to focus its efforts more precisely and is more meaningful to the local community.

Parish plans

The Government’s 2000 Rural White Paper stated that parish plans should ‘identify key facilities and services, set out the problems that need to be tackled and demonstrate how distinctive character and features can be preserved’. They set out a vision for the community in the future and identify the action needed to tackle issues of concern. The plans address everything that is relevant to the people who live and work in the community, from employment needs to playgrounds. The goal is to involve the whole community in drawing them up, not just people who attend parish council meetings.

While neighbourhood teams will not be directly involved in the creation of parish plans, they need to:

• understand their content
• ensure that key areas of the parish plans are reflected in the neighbourhood profiles.
Influence: Case Studies

The rest of this section reviews some methods that individual forces have used to engage communities.

West Mercia: Partners and Communities Together

West Mercia and a number of other forces invite the community to attend Partners and Community Together (PACT) meetings every two to three months. The meeting reviews the issues which have been raised during engagement activity and identifies the priorities for the neighbourhood. The problem-solving process is begun and action plans are drawn up. This type of meeting has proved to be effective in both rural and urban settings and can form a core for other engagement techniques.

Lincolnshire: Mobile cinema

Lincolnshire plan to use a mobile cinema to attract young people during peak times for anti-social behaviour. This will give them an opportunity to engage and provide facilities for young people in the area. There is potential to further develop this initiative by showing films in different languages to attract migrant workers. This will also provide the neighbourhood team with an opportunity to pass on community safety messages.

Surrey: CountryWatch

CountryWatch is a message alert scheme that helps prevent and detect rural crimes such as poaching, hare coursing, fly-tipping, illegal off-road driving, damage to property, animal / tack theft, fuel, machinery and scrap metal.

CountryWatch members receive a text alert from the neighbourhood team giving brief details of this activity, a reference number and the Surrey Police phone number. If a member spots the suspect or suspect vehicle they call in quoting the reference and we act upon their information.

Members are issued with CountryWatch signs and added to an email list providing regular newsletters containing key information of crime trends such as suspect or stolen vehicles and prevention advice. A radio link system is also currently being piloted.

The scheme initially ran in three Boroughs in the county but is now being extended across the force.
Influence: Case Studies continued

Leicestershire have developed strategic and tactical key individual networks (KINs) as a means of engagement.

“Strategic and tactical KINs were piloted at Melton Mowbray police station. Strategic KINs represent a neighbourhood and are involved in identifying neighbourhood priorities. Tactical KINs may be a smaller group identified and recruited from a particular area linked to a neighbourhood priority. They can be involved in problem-solving, updates and reality checking. Once the priority is resolved the tactical KIN is disbanded, having been thanked for their efforts, with the option of one or two of them joining the strategic neighbourhood KIN.”

Inspector Mark Chell, Leicestershire Police

When engaging with rural communities it is also important to listen to the views of visitors. The following type of partnership working has now been recognised by the Forestry Commission as good practice and they are seeking to promote it as a national model.

Kent: Woodland users’ survey

As a result of problems with the use of off-road vehicles in a woodland area in Kent, the neighbourhood team canvassed the views of 100 woodland users. The results of the survey were given to the local Community Safety Partnerships (CSPs) and a multi-agency action plan was put together. Warnings for off-road motorcycling were issued and two people were arrested for the theft of a motorcycle.

Hampshire: Rural crime days

Hampshire Police have used Rural Crime Days to increase awareness in rural communities. They invited 200 local people to a day seminar on rural crime to explain what the police were doing about it and how they could help. Several key speakers were invited, including a manager from the British Association of Shooting & Conservation, members of the Environment Agency and a representative from the Suffolk Constabulary. The seminar explored ways of reducing illegal hare coursing and resulted in a significant reduction in hare coursing offences.
Intervention

Many of the priorities identified by rural communities are similar to those in urban areas – anti-social behaviour, for example – but others are particular to rural areas and these will be the focus of this section. By ‘interventions’, we mean joint action with communities and partners to solve problems in the four key areas of enforcement, prevention, intelligence, and communication.

This section looks at how neighbourhood teams have worked with partner agencies and the community to tackle a range of issues:
- hare coursing
- speeding through villages
- inappropriate use of off-road vehicles
- theft from stables
- provision of youth diversion activities
- fly-tipping
- theft of metal.

Interventions have included partnership funding of Police Community Support Officers (PCSOs) to tackle rural crime and disorder priorities and other partnership and match-funded initiatives.
Intervention continued

Hare coursing

Illegal hare coursing can be a major cause of fear within isolated rural communities. In a survey conducted in March 2004 by East Anglia division of the National Farmers Union (NFU), more than half of all respondents said they had been threatened or attacked by illegal hare coursers. Many of them felt the situation was getting worse and some felt it was getting out of control.

The impact is best summed up by one Cambridgeshire farmer who said:

“I don’t believe hare coursing has been taken seriously. It’s not just the hares they kill or the damage they do. The farmers I speak to feel unbelievable anger and intimidation. Personally I think about them every day – I can’t get away from the thought of them coursing every Sunday…”

Cambridgeshire: Operation Dornier

Cambridgeshire RCAT has set up Operation Dornier whose objectives are to:

- work closely with regional forces and partner agencies to develop an intelligence-led joined-up approach to hare coursing
- respond robustly, consistently and appropriately to all reported incidents of illegal hare coursing in the county
- monitor the response to illegal hare coursing reports to ensure consistent and quality service provision
- raise awareness of hare coursing issues within the police and other members of the criminal justice system
- energetically publicise the positive action being taken and highlight success.

Over a two-year period Cambridgeshire has seen a 97% reduction in the incidence of hare coursing in the county. The levels of intelligence received from rural communities have also increased as confidence levels have risen.
Intervention continued

Theft from stables

Several neighbourhood teams across the country have set up watch schemes to tackle stable theft. Rural teams need suitable equipment to mark tack and other stable items in areas where tack theft is a problem.

Surrey: Stable Theft Action Group for Surrey (STAGS)

STAGS is an off-shoot of the force’s saddle stamping initiative. The main difference is that local volunteers work with Surrey Police to visit local stables to carry this out. The volunteers are provided with police identification and suitable equipment.

Speeding through villages

Rural communities and the police have worked in a variety of ways with partner agencies and the community to tackle inappropriate speeding in rural neighbourhoods.

Many forces, including Cheshire, now have Community Speed Watch schemes which involve volunteers from the community. These are proving to be particularly popular in village and rural areas where speeding is a constant issue and full-time resources are not deployed as a matter of course.

Increasingly, forces task Roads Policing Units, through the National Intelligence Model, to deal with relevant neighbourhood priorities such as speeding.

By working with the police and local authorities residents can identify problem areas and are supported to set up a Community Speed Watch scheme in their neighbourhood. Before going out on the streets volunteers are given full training on how to use speed detection equipment and how to monitor the speed of vehicles safely.

Volunteers capture the registration number of any speeding vehicles. The logs are sent to the police who then send out warning letters to the registered keepers explaining the dangers of speeding and the problems that it can cause to people living in the area. Persistent offenders who disregard the warning notices are identified by the police who then take further action in the form of speed enforcement.

In Wiltshire, Devon and Cornwall and some other forces, officers are taking this one step further and are including the local village school.

Speeding motorists are stopped and if their speed comes within a certain range they are given the option of apologising to the school children who are present or being issued with a fixed penalty ticket. This not only helps to reduce speeding in the village but also delivers a road safety education message to children.

In addition schools can use the process to support other educational initiatives such as preparing graphs using the speed data and writing articles for local papers and newsletters.
Inappropriate use of off-road vehicles

Anti-social and inappropriate use of vehicles is a very common problem in both urban and rural neighbourhoods. In rural areas the vehicles used are often four wheel drive or off road motorcycles which means that different tactics and partners are involved. South Wales Police (Neath and Port Talbot BCU) have established an off road motorcycle team to deal with the issue of motorcycle nuisance in mainly rural areas.

The Kent force experienced problems with off-road vehicles being used in a woodland area:

“As a result of this consultation with users of the woodland, and the engagement with the woodland trust, a multi-agency operation named Excalibur Dart was formed. This was a partnership operation involving the Forestry Commission and their wardens, the Royal Society for the Prevention of Cruelty to Animals (RSPCA), special constabulary and community wardens.

Before the operations, meetings were set up with the partners and ‘Hot Spot’ areas were identified. The Kent Police Partnership constables were deployed with other partners on mountain bikes and were able to patrol large areas in relative silence. In some areas the off-road motorcycle teams were used. This has paid dividends and arrests have been made.

“This operation has now been extended to other areas around the county including Ministry of Defence land and country parks.”
Provision of youth diversion activities

As in many urban areas, anti-social behaviour (ASB) caused by large groups of young people gathering together is often listed as one of the top priorities for neighbourhood teams to deal with.

Problems with ASB can be linked with a lack of facilities or activities for young people. In rural areas, transport problems are an additional contributory factor. In order to tackle this issue effectively it is essential to work closely with partner agencies.

A good example of partnership working is the mobile youth club which was used as part of the Redcar and Cleveland Youth Inclusion Programme:

“The needs of young people in rural areas are currently met primarily from two mobile units, one of which was a police crime prevention bus, the other, until recently, a mobile youth centre. The modifications to the ex-police vehicle were made, in part, by young people. The second mobile unit has been modified, again in accordance with young people’s suggestions.

“Project staff and their colleagues in other organisations work very flexibly. They understand that ‘You have to do the work on the streets’. In their experience, the young people they work with cannot, by definition, be reached by conventional means such as youth clubs. The mobile units are staffed and operate accordingly with a driver/youth worker, together with a second youth worker, and up to eight support workers drawn from the youth service, Connexions, Sure Start, and the health service. The bus has a special health facility on board.”

CRC Report on Rural Youth Projects: Redcar and Cleveland Youth Inclusion Programme.
Intervention continued

Devon & Cornwall: Youth initiatives

Devon & Cornwall’s neighbourhood teams are working closely with the community and partner agencies to provide facilities and activities for young people. They have put together balanced action plans with a mix of enforcement and preventative measures:

- A piece of land from the parish council is being cleared by young people who will use the land to grow and sell produce. Tools were bought with donations from local churches and other organisations.
- The local primary school hosted community action days where parents and children could meet partner agencies to improve access to services.
- A youth club has been set up in a parish hall where young people had previously been excluded. Members of the club have been involved in youth ‘community clean up days’. A graffiti wall has been put in place.
- A ‘Young Advisors’ group has been set up to ‘youth proof’ decisions or policies.

The improved use of the community centre and other initiatives have contributed to a 57% reduction in reported incidents and crime compared to the same period in the previous year. It has also been significant in bridging the gap between young people and older people in that community.

Fly tipping

Another area of concern often raised within rural communities is fly tipping. Again, it is vital that the police work with partner agencies to deal with this problem effectively.
Kent: Clean Kent Campaign

Kent Police are active participants in the Clean Kent Campaign and have been assisting the Environment Agency, Kent County Council and local authorities in tackling this issue.

This has led to a number of multi-agency operations aimed at every level from the education of small businesses on their legal obligations for waste management to full scale environmental crime operations. In the multi-agency operations (named Operation Dumpster), the Environment Agency, HM Revenue and Customs (HMRC), the Vehicle and Operator Standards Agency (VOSA), Department of Work and Pensions (DWP), police and local authorities work together to tackle the issue of waste crime. The media are always part of the strategy and the public response has been welcoming. Find out more by visiting www.cleankent.co.uk

Theft of metal

The theft of metal is becoming an increasing problem for many communities and rural areas are particularly vulnerable.

Many village churches, schools and farmyards have experienced the theft of metal and forces have responded in a number of ways to deal with this issue.

Cambridgeshire: Lead marking

Cambridgeshire have started to mark the lead on church roofs using a variety of methods, including the use of forensic fluid containing millions of microscopic particles that make up an individual property identification code.

Northamptonshire: Church warden seminar

Northamptonshire invited all their church wardens to attend a seminar to explain the problem and to highlight steps that could be taken to prevent this type of theft. The seminar was attended by over 100 wardens and helped to raise awareness of these issues.
Cambridgeshire: Tackling stack fires

Operation Armitage was set up in response to an increase in stack arsons in Cambridgeshire. A problem profile using data from the police and the fire service was analysed to highlight the times, dates and locations of incidents and help police and partner agencies to prepare an intelligence-led response.

Work to tackle the issue was co-ordinated through the Cambridgeshire RCAT.

Close liaison was maintained with Cambridgeshire Countryside Watch, the NFU and the straw contractors.

The operation involved the following actions:

- Surveillance cameras managed by the fire service were deployed at appropriate locations in liaison with the police. The cameras were purchased jointly by the fire service and the Community Safety Partnerships (CSPs).
- Proactive high visibility patrols were conducted by the RCAT on days and times identified by the analysis.
- A standard operating procedure was embedded in both fire and police control rooms to streamline the response to incidents.
- A media strategy was put in place to raise awareness of the operation within rural communities.

The operation ran from mid July 2007 until the end of October 2007. Incidents of stack arson fell from 139 between mid July and the end of October 2006 to 19 over the same period in 2007. This represented an 86% reduction.

Stack fires are a problem in many areas and can result in significant damage and financial loss as well as diverting fire and rescue services from other calls where lives may be at risk.

Norfolk: Operation Coppersafe

Norfolk Constabulary has led a force-wide enforcement initiative to combat the increase in theft of scrap metal from across the county. Operation Coppersafe drew on the expertise of several enforcement agencies, involving Vehicle Operator Services Agency (VOSA), HM Revenue & Customs (HMRC), the Environment Agency, Department for Work & Pensions (DWP) and the Health and Safety Executive.

Scrap metal sites across the county were visited, their records checked and advice given. Additionally, some health and safety matters were identified which resulted in temporary closure of machinery at one site. Vehicles around the sites were also stopped and checked.
Community safety is the responsibility of a number of agencies and many of these now see the benefits of investing money in initiatives to reduce crime and disorder. This has sometimes resulted in partner agencies contributing to the funding of PCSOs.

**Dyfed-Powys: Partnership funded PCSO**

Following concerns expressed about the increase in illegal off-road activity, damage to sensitive environmental sights within the Cambrian Mountains area, anti-social behaviour and other quality of life issues within Rhayader Town, Dyfed-Powys Police have appointed a PCSO for the Elan Valley. This post has been funded by the Countryside Council for Wales, the county council and BCU funds. In addition, funding has been secured from the Welsh Assembly Government for the provision of an off-road vehicle.

Greater police visibility within the Cambrian Mountains area has led to a reduction in the problems they were experiencing.

**Hertfordshire: Police equine liaison officer**

In Hertfordshire, a PCSO has become the area equine liaison officer and built up a vast network of stable owners and interested parties on the Horse Watch scheme.

The officer travels to gymkhanas and similar events promoting crime prevention awareness and providing services such as saddle and tack marking free of charge.

The PCSO has liaised with numerous other forces in the south east and they have assisted in the positive identification of over 200 stolen saddles.
Sustainability and feedback are key to ensuring that communities remain engaged and see and feel a difference in their neighbourhoods.

Providing feedback can be particularly challenging when working with rural communities in larger geographical areas. Several neighbourhood teams have overcome this using a combination of established methods and some more inventive strategies.

Many of the mechanisms for feeding back results are through existing access points (see Section 2):

- parish magazines
- NFU and other publications tailored to rural communities
- posters distributed locally local press
- village websites (see below)
- neighbourhood team newsletters
- Ringmaster, email and text systems

Many villages now have their own website. To look at an example, visit: http://www.prestonandoverandnutley-pc.gov.uk/directory/police_and_neighbourhood_watch.asp

Gloucestershire: Pagers for farmers

Gloucestershire obtained partnership funding for pagers for farmers, gamekeepers and parish council members. Rural neighbourhood officers also have a pager which allows over 40 farmers/stable owners to be warned within 30 seconds of any criminal or suspicious activity within a specific area. This information is then acted upon and also fed into the force intelligence systems.
Cambridgeshire: Cambridgeshire e-cops

‘E-cops’ is an innovative e-mail newsletter scheme with over 7,000 members which provides local crime information, community news and information on policing activities in the neighbourhood. The system also enables members to ‘have your say’ and influence the neighbourhood priorities.

This initiative has been evaluated and proven to be a very successful method for communicating with rural communities – this was evaluated in a report by Her Majesty’s Inspector of Constabulary.
Community Cohesion

Neighbourhood teams working in rural areas need a good understanding of the principles of community cohesion and integration, and the issues that affect the people living within their neighbourhoods.

Cohesion is how well the different sections of a community get on together; integration is how well new people (including migrants) are accepted into the community.

Effective neighbourhood policing teams can contribute to community cohesion by increasing community confidence.

Cohesion goes beyond differences that are visible or spoken. For example, there are issues around divisions between:
- older people and young people
- people caught in the poverty trap and those who have more economic choice
- people receiving urban or rural service provision.

The Local Government Association defines a cohesive community as one where:
- There is a common vision and sense of belonging for all communities.
- The diversity of people’s backgrounds and circumstances is appreciated and positively valued.
- Those from different backgrounds have similar life opportunities.
- Strong and positive relationships are being developed between people from different backgrounds and circumstances in the workplace, in schools and in neighbourhoods.

We must think innovatively about how we deliver services to urban and rural settlements, especially how to ensure equal opportunities in access to services. A cohesive community is one where access to services is not determined by income, the ability to communicate effectively, or the area in which a person lives.

Community cohesion activity in schools will be assessed as part of the Ofsted inspection from September 2008. This innovation means schools may well be receptive to involvement from Neighbourhood Policing teams, providing team members with another valuable route of communication to reach local families and their children.

This section explores some of the issues experienced within rural communities where there is low cohesion and highlights ways in which neighbourhood teams have worked with partner agencies and voluntary services to promote stronger, more cohesive communities. The key issues are:
- rural isolation and deprivation
- discrimination incoming communities
- crime and anti-social behaviour
- diversity

The NPIA has recently published a Community Cohesion guide (2010) which can be viewed here.

The NPIA has recently published a Community Cohesion guide (2010) which can be viewed here.
Community Cohesion continued

Rural isolation and deprivation

While many rural areas of England and Wales are thriving economically, there are pockets of exclusion to be found even within the most prosperous parts of the countryside.

The rural population is increasing and so too is the proportion of people over 65-years-of-age. This older age group is likely to be less mobile than the population as a whole. In some areas, reductions in the younger population are leading to a loss of facilities for the young.

Community cohesion is linked to levels of deprivation, so many police forces measure deprivation as part of their strategic assessment and within their neighbourhood profiles to help identify areas that could lack cohesion and ensure that police and partners have a common understanding of the issues.

Dorset: Using deprivation data

Dorset Police use a combination of deprivation and crime statistics to help them identify the areas of greatest vulnerability in the county. Partnership agencies and the police then use this information when deciding where to allocate resources.

When using Indices of Multiple Deprivation to identify vulnerable areas within rural communities, it is important to realise that ward level analysis can result in small pockets of deprivation being masked by more affluent areas. Smaller areas of analysis called ‘Output Areas’ – consisting of 300 to 400 people – provide more accurate data than ward level analysis for mapping specific pockets of deprivation.

Derbyshire: Transport to post offices, Buxton

Safer Neighbourhood Teams (SNTs) in Buxton, working closely with Help the Aged, found that the lack of rural post offices was having a detrimental impact on the quality of life of some members of the rural community. They obtained funding for a minibus to enable older people to have access to post offices. The SNT now uses this as an opportunity to engage with this section of the community.

Norfolk and Dyfed-Powys: PC on local buses

Some officers working in rural neighbourhoods make a point of regularly travelling on the bus networks that cut across their neighbourhoods. They have found that this is an effective way to engage with local people.
Community Cohesion continued

Discrimination

A recent CRC survey on rural attitudes asked respondents whether they agreed or disagreed with the statement ‘there is prejudice against people of other races around here’.

Although nearly two-thirds of respondents (59%) disagreed, one in four (26%) said they thought there was prejudice.

Discriminatory behaviour has an adverse impact on levels of cohesion in a neighbourhood and steps need to be taken to ensure that all parts of the community feel protected and supported if they fall victim to hate crime.

Suffolk: Racial harassment initiative

Suffolk Police have been working with a number of partnership agencies and through their Racial Harassment Initiative have increased the number of reports of harassment. This has been achieved through the following initiatives:

- Local Citizen’s Advice Bureau officers have received additional training to enable them to take reports of racial harassment.
- A county-wide language line service has been established.
- Bi-monthly case conference meetings involving the County Council Racial Harassment Case Officer and representatives of the local authority, education department, health service and police are now held in all three police areas in Suffolk. SNT sergeants also play an important role in this process.

The case conferences can make use of the following initiatives to resolve problems that have been brought to their attention:

- a mediation service to work with the parties involved
- a counselling service for victims of harassment
- CCTV kits co-funded between police and the county council
- local alarms which link through to the police.

The county council has a protocol for managing unauthorised encampments including a case conference process which enables both settled community representatives and members of the gypsy and traveller community to state their views.
Community Cohesion continued

Surrey: Working with traveller communities

PC John Hockley, a Neighbourhood Specialist Officer from Surrey, has recently won an award in recognition of the excellent relationship he has built and maintained between the local police and the traveller community. The steps that have enabled him to achieve this include:

- Setting up two of the country’s first Neighbourhood Watch schemes on traveller sites – one for showmen and one for gypsies. The schemes have been integral to fostering strong relations and demonstrating that travellers are playing an active part in the community.

- Surrey Traveller Community Relations Forum (STCRF). This is proving to be a valuable resource in improving communication between gypsy and traveller communities, emergency services and partner agencies of all types at a strategic level. It seeks to improve understanding within all sections of the wider community to resolve prejudices and ignorance and identify problems and seek solutions. Meetings often take place on traveller site locations as well as council offices.

- The Surrey Police Focus Group. This is driven by a force champion of ACPO rank and includes representatives of key departments, selected outside agencies and gypsy and traveller representatives. The group provides a good base for examining current operational systems, policies and procedures.

- The introduction of a PCSO with primary responsibility for gypsy and traveller liaison. It can take years to establish trust, knowledge and understanding with this community. A dedicated PCSO with long-term commitment to the role is therefore often critical to building effective relationships.

- Training. Staff need accurate, balanced information regarding the culture, history and issues around this community in order to dispel the myths, stigmas and ignorance that create prejudice. A training awareness package is being put together by practitioners from Surrey County Council, the police and, uniquely, gypsies and travellers from the Forum and Gypsy Media Company. In the final stages of development, this package will be generic for use by partner agencies, police, businesses, charities, local government, schools and utilities. It will have a multi-media format with music, video clips and audio interviews blended into PowerPoint style slides and interspersed with practical exercises and trainer interventions.

- Promoting confidence in the complaints procedure. For a community that can sometimes struggle with politics, bureaucracy and literacy, mechanisms for reporting hate crimes or other incidents or problems need to be more inclusive. New mechanisms include alternative formats like audio and ‘easy read’ and the adoption of other aids such as clear speech, pictures and sign language currently used in some hospital Accident & Emergency departments.
Community Cohesion continued

Incoming communities

The growing number of migrant workers is an increasingly important issue in rural areas. Evidence shows that economic migrants make a large contribution to the rural economy, often filling posts where there is no suitable local labour.

Migrant workers range from the highly educated and skilled to those with no formal education, and from seasonal workers to those who move with their families with the intention of settling permanently.

Migrant workers are found in many different sectors of the economy. Agricultural work and the food processing industry attract a significant proportion, but sectors such as construction, leisure, tourism, hospitality, health and care services, domestic and commercial cleaning, and retail work also draw on rural migrant labour. This has had some specific effects on parts of rural England and Wales:

- There is a higher concentration of migrant workers proportionate to the local population in certain rural areas (such as Lincolnshire, Yorkshire, Herefordshire and parts of North Wales) than in most urban areas.
- In these rural areas migrant workers can also be a significant proportion of the overall workforce.
- The arrival pattern of migrant workers in rural areas is more seasonal than in urban areas.
Community Cohesion continued

Sussex: Myth-busting leaflet

Arun Local Strategic Partnership has published a ‘myth-busting’ leaflet which identifies the differences between economic migrants, illegal migrants and asylum seekers and actively challenges some of the persistent negative myths and stories surrounding these groups.

Lancashire and Cambridgeshire: ‘Welcome to… ’ Guides

East Lancashire councils have produced a ‘Welcome to East Lancashire’ document which outlines the issues which impact on incoming communities, including employment, housing, health, police, education, travel, finance and local services. The document is available in large print, Braille and audio cassette and has also been translated into different languages. Cambridgeshire Police working with the local Criminal Justice Board and other key partners have also produced a ‘Newcomers Guide’ which explains common offences that newcomers in migrant communities might experience or see, and the procedures for victims and witnesses of crime. It also has a useful contacts list and a ‘Know Your Rights’ section. This has been translated into 14 languages.

Suffolk: Working with employers

Suffolk Police recognise the different needs of new and emerging communities and the importance of addressing refugee and asylum issues. They have a helpline for both employers and employees which has been funded by the East of England Development Agency (EEDA).

Suffolk have been using information gained from new National Insurance registrations to provide them with an indication of the numbers of migrant workers coming to their area. This information has been plotted on a map to provide neighbourhood teams with the relevant information for their area.

They are also working with the local Chamber of Commerce to support businesses and use a questionnaire to help understand migrant worker issues and identify where employers are supporting workers through ‘English for Speakers of Other Languages’ (ESOL) courses.
Community Cohesion continued

Crime & anti-social behaviour

There is evidence to show that tackling crime and anti-social behaviour is key to improving how people feel about the area where they live. Neighbourhood Policing therefore has an important role in the development of cohesive communities, working with partners and community members.

Peterborough: The Peacemakers Project

The Unity Peacemakers project, which was launched by Peterborough City Council’s Young People’s Service, has obtained funding to train young people in conflict resolution.

Sixteen teenagers from Peterborough were given special conflict resolution and mediation training during a weekend in Tower Hamlets, London and are now working in their local communities to identify problems and work together to try to prevent them from escalating. Unity Peacemakers targets those young people who have already been involved in racial incidents and who are at risk of getting involved in racial conflict or are seen as leaders in other areas.

Peterborough Race Equality Council (PREC) has secured further funding from the Commission for Racial Equality, which will allow an additional 15 young people to be trained as Unity Peacemakers on a two-day intensive course at Whitwell, near Rutland Water.

Mahebub Ladha, director of PREC, said: “Any investment we make in our young people is going to have a huge payoff for the future of our city. We want to send out a message that we want all our communities to stand together, side-by-side and have a stake and a say in how Peterborough can create better and more united communities. We want Peterborough to be a shining example to other cities across Britain on how to improve community cohesion.”
Community Cohesion continued

Diversity

The relationship between the degree of diversity in a locality and social cohesion in that neighbourhood is not straightforward. But it is clear that police and partners can ensure that access to their services supports the processes that promote cohesion.

West Mercia: PACT meetings

West Mercia Police engage with people in their neighbourhoods by working with local authority partners in the Partners and Community Together (PACT) process. This involves monthly meetings where members of the neighbourhood can attend community meetings to identify the priorities which need to be addressed by the partnership. Police officers support and facilitate this through outreach work with groups that may have difficulty attending the meetings – for example, older people, young people, parent and toddler groups – and ensure that their views are represented in the main meetings.

In summary, cohesion and integration issues arise throughout the United Kingdom, in both urban and rural areas. Neighbourhood policing has a key role to play in managing the emerging issues, working in collaboration with local authorities and other partners.

Further examples can be found on the Neighbourhood Policing Programme website www.neighbourhoodpolicing.co.uk
Conclusion

Neighbourhood policing continues to evolve and improve as teams find flexible approaches to delivering the service in their differing and diverse communities.

There can be a perception that neighbourhood policing was designed for urban settings and not for rural areas. While rural settings provide different challenges, it is clear that levels of fear and isolation can be just as high as in urban areas.

To provide rural communities with the high level of service that they deserve Neighbourhood Policing needs to be implemented effectively. Hundreds of police officers and PCSOs across the country have been working well with their partner agencies and local people to improve the quality of life within rural communities.

Many officers have contributed their learning to this guide in the hope that other neighbourhood teams can draw on their experiences and adopt or adapt these examples of effective practice.

By adapting existing effective practice to suit local conditions we can improve the way in which we work. It is hoped that neighbourhood teams will be able to make use of the suggestions and ideas found within this guide to develop an excellent service that meets the needs of their rural communities.
Working with businesses
Introduction

This section of the guide covers the following main areas:

Access – Mapping the business community; what determines a business neighbourhood; engaging with local businesses; co-locating teams with businesses; involving new and emerging communities; rural businesses.

Influence – Agreeing priorities; surveying local businesses; involving business organisations and networks.

Interventions – Joint problem solving; Business Crime Reduction Partnerships; intelligence-led intervention; getting support from local businesses; funding solutions; involving community members; crime prevention.

Answers – Measuring success; ongoing communication and feedback; promoting success.

The vision for neighbourhood policing is to work in partnership with others to achieve neighbourhoods that feel secure and where people feel confident that:

- the police understand and are dealing with the issues that matter to them
- communities can influence decisions and, where appropriate, participate in addressing the issues.

Neighbourhoods and communities include local businesses. Many of these are town centre businesses or businesses based on industrial estates. But we also need to think about smaller businesses – shopkeepers who live ‘above the shop’, and people who run their businesses from home.

There is currently no official Home Office definition of business crime and so some forces have developed their own definition.

Nottinghamshire Police, for example, define business crime as ‘any crime against a business or on business premises or which is likely to have a negative impact upon that business’.
Introduction continued

Studies carried out by groups like the Federation of Small Businesses (FSB) have highlighted concerns about a lack of focus on the issue of business crime. Pilot surveys have shown that up to 20% – the ‘forgotten fifth’ – of all recorded crime is against businesses. (‘Crimes against Business: the Forgotten Fifth’, FSB, March 2007.)

The FSB report also highlighted the fact that hundreds of cases of anti-social behaviour (ASB) and criminal damage are going unreported due to a lack of confidence in the criminal justice system amongst the business community.

The retail sector reports the highest level of intimidation or threatening behaviour of any business sector. This can lead to stress related illness, absence and a high turnover of staff. The cost and trauma associated with crime also acts as a barrier to business growth, which in turn has consequences for local communities.

“The business sector makes a vital contribution to the UK economy. There are often, however, unintentional consequences in terms of contributing crime, such as new products and services which are susceptible to theft or fraud, or products which are accessible (e.g. underage sales of alcohol). We have already learnt valuable lessons from important initiatives in this area, but we can do more to bring government and business together to solve these issues. This includes addressing crime against business.”

Introduction continued

There is already a great deal of good work being carried out at BCU level but it is not always consistent across the country. A number of actions can be taken at both strategic (BCU commander) and local (neighbourhood team) level:

- Recognise local businesses as a key ‘customer’ and a community in its own right
- Identify the different local businesses and local business groupings within neighbourhoods
- Understand and profile the scale and location of local businesses and the particular issues that affect them
- Engage with the local business community to identify their concerns about crime and disorder
- Include both employers and employees in any approach
- Keep local businesses informed on crimes and ASB reported to the Neighbourhood Policing team – and feedback progress on investigations – to better manage expectations
- Ensure the needs of the business community are taken into consideration at the local Community Safety Partnership.
Introduction continued

We can address the issues specific to local businesses by applying the general principles of Neighbourhood Policing:

**Access** – provide local businesses with a named point of access to local policing

**Influence** – provide opportunities for local businesses to influence policing priorities in their neighbourhood

**Interventions** – provide targeted and controlled responses in collaborative partnership

**Answers** – provide sustainable solutions to problems and feedback on results.

This section of the guide has been structured to highlight how these principles should be applied to specifically meet the needs of business communities.

The guidance is supported by a number of related case studies which it is hoped will assist other practitioners in policing business communities.
Access

Mapping the business community in your area

Neighbourhood teams should be dedicated to a specific geographic area or community of interest and be locally accountable. Teams need to be visible, accessible, locally known, and knowledgeable.

The first step to achieving this within the local business community is to map the business profile of your area in terms of business:

- type – retail, leisure, manufacturing, financial, etc.
- size – number of employees, different sites
- location – town centre, industrial estate, ports, out of sight (e.g. working from home)
- groupings – licensed premises, retail businesses, business parks/industrial estates, main shopping centres, petrol stations, self-employed, commercial services (banks, cash machines, pawnbrokers, cheque cashing outlets, scrap metal dealers, salvage merchants, sports/recreation/fitness centres), etc.

Neighbourhood teams can use this information to define neighbourhoods in consultation with local businesses (further profiling guidance is available from the Profiling section of this document. You should also be able to get a lot of assistance, information and expertise about local businesses from your local authority.)
Access continued

What determines a business neighbourhood?

Businesses may already see themselves as part of a particular business community. Some may regard their community of interest as all the similar businesses (e.g. all licensed premises, all Indian restaurants) within a particular geographical area or see themselves as part of a ‘virtual neighbourhood’ (e.g. all the branches of a particular retail chain). Some may define their neighbourhood as all the different businesses within a smaller area (e.g. a high street, a business park).

Others will see themselves as part of the wider neighbourhood within which the business is located, including the residential population (e.g. a small market town).

Engagement will be most successful where neighbourhood teams consult local businesses in order to understand how businesses see themselves as part of a community with similar needs and priorities. Allowing businesses to self-define their geographical neighbourhood or virtual neighbourhood also means that teams can tap into existing business community networks, such as Shop or Pub Watch schemes.

Local authorities will hold information on existing business forums which can be accessed by neighbourhood teams.

It is important to get this right because the neighbourhood profile will ultimately determine the engagement plan that is adopted.

The Bournemouth and Poole Division of Dorset Police has completed a profile specific to Bournemouth town centre. This is being used to develop an engagement plan that incorporates all types of businesses from both the day and night time economy.

The profile is available on the Neighbourhood Policing website: www.neighbourhoodpolicing.co.uk
Access continued

“Be more proactive with the business community and [do] not just wait until a business suffers a crime before engaging with them.”

(‘Crime against Business: the Forgotten Fifth’, FSB, 2007.)

Engaging with local businesses means providing the opportunity for businesses to participate in policing at their chosen level to identify their concerns and where appropriate decide solutions.

To be effective the engagement process should be tailored to the specific needs of the individual business or group of businesses – including the police making first contact rather than expecting businesses to contact them.

The recent FSB report ‘Putting the economy back on track: Crimes against business’ (November 2008) states that:

“Neighbourhood Policing Units are hailed as the answer to local crime problems. Businesses themselves have some faith in them as an effective response to crime at a local level. However, far fewer businesses have had any direct contact with their local unit.”
Effective communication is essential to the development and delivery of Neighbourhood Policing. BCU Commanders and neighbourhood teams need to develop and maintain lines of communication with businesses. There is benefit in having a joint communications strategy with partners that specifically targets local business – for example, through the use of joint logos, publications and newsletters. A targeted communication strategy will enhance engagement and contribute to increasing satisfaction and confidence amongst the business community. In addition, effective engagement and building trust and confidence with businesses will afford good opportunities to obtain information and intelligence concerning wider community issues.

Like the community in general, businesses want accessible, knowledgeable and locally known policing teams. However, businesses present some specific challenges:

- finding a time to make contact that does not interfere with business activities
- ensuring that both employers and employees are involved
- for engagement.

Choosing the best time of day

Engagement will be more successful if it does not interfere with normal business activities. Retail or catering businesses, for example, will want to concentrate on serving the public during opening hours. On the other hand, businesses may be deterred from attending broader neighbourhood meetings because they take up valuable time and lack a business focus.

Teams should liaise with businesses to determine the best time for formal engagement. This could be during:
- internal team meetings
- training sessions
- canteen breaks.

For example, Neighbourhood Policing teams at Gatwick Airport regularly hold surgeries in the staff canteen.

Engaging both employers and employees

Neighbourhood teams have traditionally developed lines of communication with a single point of contact within each business – usually with management or the owner. Whilst this is clearly essential it is also important to find out the concerns of employees as well.

Without this there is a risk that local issues of concern to employees on the shop floor or in offices may be overlooked.

This has been recognised by the City of London and Metropolitan Police forces who are working in conjunction with Cardiff University on an evidence-based approach to adapting Neighbourhood Policing to the needs of businesses. Part of this work, which will be undertaken over two years, will look at the best approach to engaging with ‘vertical communities’ – in other words, all the businesses that work within one building. For contact details, see: the City of London Police website.
A major issue for many town centre neighbourhood teams is a perceived lack of engagement with store managers of large retail chains, leading to a perception that local managers do not have the authority to support partnerships. However, large retail chains often devolve responsibility for security matters to a Head of Security or similar post within the store. This person is often the best single point of contact within such organisations and should be identified so that relationships can be built with the store.

Teams should adopt different tactics for engaging small, medium and large businesses. Small retail operations will appreciate informal contact with Neighbourhood Policing teams and may seek to develop a relationship on a personal level. These outlets often only have one or two members of staff and may find it virtually impossible to attend mass meetings. Developing a relationship with small retailers will help build confidence in the Neighbourhood Policing team.

### Finding mechanisms for engagement

Before setting up any engagement process teams should consult businesses to establish the most appropriate format, timing and location.

The range of mechanisms available for engagement with the business community includes:

- daily face-to-face contact with employers and employees
- Watch organisations (Business Watch, Town Watch, Shop Watch, etc.)
- local events/meetings (e.g. breakfast meeting)
- surveys
- street meetings
- use of IT (email, text)
- various forums and partnerships (e.g. Chamber of Commerce, FSB)
- voluntary organisations (e.g. Rotary Club)
- community newsletters (e.g. “Community Counts”).

Local authorities – especially town centre managers and regeneration departments – will be able to identify pre-existing engagement opportunities within the local business community.
Access continued

West Midlands Police

Officers in the West Bromwich and Rosendale neighbourhood teams hold surgeries in the market area on market days. Regular contact with these businesses has increased trust and confidence in local neighbourhood officers.

North Wales Police

The dedicated neighbourhood team has reduced recorded crime on the Llandygai Industrial Estate in Bangor by 45% in their first year. The team, consisting of a police officer and three PCSOs, has established an office on the estate and work until 05:00hrs – the most vulnerable time as identified by the profile. The mobile ‘butty van’ has proved an ideal opportunity to engage with people working in and visiting this busy industrial estate.

Watch schemes

Watch schemes present an important opportunity for neighbourhood teams to tap into existing local structures. Watch schemes and other forums exist within most areas, sometimes covering more than one neighbourhood. Business Watch schemes may cover all the businesses within a particular area, for example Shop Watch while others cover specific types of business – for example Pub Watch, Club Watch and Forecourt Watch.

These schemes allow officers to engage with businesses, determine priorities, cascade information and provide feedback on problem solving activity; they should therefore be actively encouraged.
North Wales Police

A leaflet has been produced to help neighbourhood teams in Bangor and Caernarfon to promote Business Watch. This gives advice on setting up a Business Watch and includes a promotional flyer to distribute to businesses, describing the benefits of the scheme and inviting businesses to a meeting.

Thames Valley Police

Bracknell’s first Shop Watch scheme was started in July 2005 in Great Hollands Square in response to continued problems with youths gathering in the precinct and intimidating shoppers.

Working with the neighbourhood officer, residents convened a meeting at the Talk Shop in the precinct which was attended by representatives from the shops, library and community centre – and the ASB co-ordinator from the council. The actions which followed included:

- electing the off-licence as co-ordinator and business responsible for liaising with the police
- a ‘no ball games’ sign outside the Indian restaurant
- installation of a mobile CCTV
- banning of certain individuals from the shops
- greater police presence (neighbourhood officer and PCSO)

ASB has virtually disappeared from the precinct. The watch scheme has expanded to include small businesses behind the shops and some homes that overlook the area. All the shopping precincts in Bracknell Forest are now members of Shop Watch, with similar success.
Co-locating teams with businesses

Co-locating teams with businesses provides easy access, both to and by the community, and facilitates data sharing, joint problem solving and communication. Co-location can foster better day-to-day relationships between stakeholders and help to ensure that priority problems identified by local communities receive a rapid, co-ordinated response. Local businesses can support this by offering use of their premises, and neighbourhood teams should explore this opportunity.
Involving new and incoming communities

Neighbourhood teams need to be aware that some members of new communities may find it difficult to communicate with the police and partners—because of language barriers or because their perception of the police is influenced by previous experience. This means that their needs and views are often overlooked.

In some businesses, a percentage of employees may be migrant or seasonal workers, especially those from the new EU accession countries like Bulgaria and Romania. There are also a growing number of local businesses (e.g. Polish supermarkets) setting up to cater for these new communities, often run by people from within that community.

Some new communities may nominate a spokesperson through whom they communicate. But this is not always the case, and teams need to be aware that the key individuals they identify may not represent the views of everyone in a particular community.

Local authorities should hold up-to-date information on communities present and incoming within the local area (further guidance on Emerging and Incoming Communities is being issued by the NPIA in October 2009).

Neighbourhood teams need to develop a strategy for engaging new communities:

- Teams must set up processes that allow and encourage people from new communities to communicate and engage on a one-to-one basis with police. Officers and PCSOs with particular language skills could be useful here.

- Officers should consider the effect such focused engagement may have on relationships between employees from the new communities and other employees and agree an engagement strategy in consultation with the employer and other employee representatives.

Teams also need to be aware that people do not necessarily get involved or become integrated into established communities, but live and work independently. This may mean that their views go unheard. Teams need to consider other sources of information and means of engagement such as making contact with migrant workers through recruitment companies and licensed gangmasters.

Teams should work in partnership with the local authority and the voluntary sector to consider whether to provide translated literature or information. A combination of translation and pictures can be more effective.
Rural businesses

The policing needs of rural communities including business in rural areas may be different from those in towns and cities. Certain types of crime happen more often or have a different impact in rural areas and some crimes are almost uniquely rural such as diesel agricultural machinery or livestock theft. The impact of crime on victims and communities can be greater in rural areas where people may feel more isolated and vulnerable. Specific guidance for Neighbourhood Policing teams in rural communities with useful case studies is available elsewhere in this guide.

Access: Key points

- Neighbourhood teams should define business neighbourhoods through consultation with local businesses themselves.
- Engagement with local businesses allows the business community to participate in policing at their chosen level.
- The engagement process should be tailored as far as possible to the needs of the individual business or group of businesses.
- Flexible and responsive engagement processes allow a greater range of businesses and employees to participate in Neighbourhood Policing.
- Neighbourhood teams should utilise to the full any existing means of engaging with local businesses.
Influence

Agreeing priorities

Having established effective methods of engagement and gathered information and intelligence from local businesses, the next step is to identify how these opinions, concerns and intelligence can be used to influence local policing priorities.

Neighbourhood teams need to develop processes for working with local businesses to agree the top priorities for action, whether for an individual business (e.g. a large store) or for a group of businesses with a geographical identity (e.g. a parade of shops) or a business identity (e.g. taxi cab firms). Local businesses may be a focal point for ASB and this will impact on feelings of safety – and create concerns about crime and disorder – amongst local residents and the community as a whole (e.g. groups gathering around a corner shop).

On the other hand, there may be issues that affect local businesses but are not a concern for residents. Teams will have to decide whether to treat the local business community as a separate entity, with its own set of priorities, or include local businesses within the priority setting of the residential neighbourhood in which they are located.

South Wales Police

Business Partners and Communities Together (Business PACT) is run by businesses for businesses to make the areas in which they operate safer places to live, work and visit. The Business PACT Crime Prevention Partnership has welcomed the involvement of Associated British Ports (ABP), which owns and operates the port of Barry. They are working with 55 other local businesses, various community groups, South Wales Police, the CCTV unit, and Vale Council’s visible services department to address incidents of ASB and business crime in the Barry docks area.

It is essential to manage expectations in terms of what the police expect from businesses and what businesses expect from the police including neighbourhood teams.

There is a reported lack of confidence and satisfaction in the criminal justice system amongst businesses. Some businesses say they do not report crime because they feel they will not get the service required and there will be no positive outcome. In developing local strategic and operational plans BCU commanders need to ensure that they have equipped local businesses with appropriate methods of engagement and processes for involving them in priority setting and problem solving.
Surveying local businesses

Surveys are an effective way to collect information on confidence and satisfaction and find out about the issues affecting businesses. Surveys at BCU level should take into account wider force and police authority community engagement and consultation surveys and those carried out by business organisations (e.g. Federation of Small Businesses (FSB), Chamber of Commerce) and regional business crime forums. These survey a large number of people and may be able to include questions to help police and partners at BCU and neighbourhood team level to understand the issues affecting local businesses.

Local authorities may have already undertaken surveys to identify key priorities and concerns for local businesses; it is worth approaching them and asking to share their results to help inform your planning.

Involving business organisations and networks

Across the country there are national and local organisations which provide support and enable networking for businesses, including Chambers of Commerce, FSB, the Association of Convenience Stores, and the British Retail Consortium (BRC). There are also many central, regional and local partnerships developed to tackle crime and disorder. BCU commanders and neighbourhood teams should make such organisations part of their Key Individual Networks (KINs) and involve them in setting local business priorities.

Northumbria Police

Northumbria Police and Gateshead Council, together with other members of the Safer Gateshead Partnership, are surveying firms on the Blaydon Haughs Industrial Estate in Gateshead to gain an accurate picture of the nature, cost and extent of unreported crime, including car crime, theft and assault. PCSOs are also speaking to business community members. It is hoped that residents in the Blaydon and Winlaton areas, as well as businesses, will benefit from a reduction in crime associated directly or indirectly with the industrial estate.

Some organisations may have resources that can help in tackling the priorities and will welcome a joint approach to problem solving. A number of Regional Business Crime Forums have been set up around the country. These regional forums are business led and are at the forefront of providing support to Business Crime Partnerships by helping identify crime trends and solutions. Similarly many Local Business Crime Forums have also been established.

These local forums provide a link between businesses, crime partnership and the police. They share information and give assistance to reduce crime and disorder.
Influence continued

By providing depersonalised crime information to local business organisations, the neighbourhood policing team can help inform an effective partnership response to issues concerning the business community and show businesses that business crime is taken seriously. Teams should consider preparing and providing to business partners data and hotspot maps on a range of crimes, including:

- shoplifting
- robbery of business property
- making off without payment
- credit card fraud
- non-residential burglary

As well as improving confidence in local policing, this information will help businesses to plan their own security measures.

Case Study

Metropolitan Police

The Victoria Safer Neighbourhoods Business Team is a dedicated team of 20 officers whose responsibilities include local business and trade communities within the Victoria district, as well as commuters, tourists and other visitors to this busy and vibrant part of the capital. All local businesses are encouraged to engage with the team and some are already seeing the benefit:

“This dedicated service, aimed at individual problems within our area, has assisted my team in reducing issues that reflect on the guest’s and associates happiness and safety, thus influencing my revenue protection philosophy. As they say – the team works.”

Letter from Head of Security, hotel in Victoria

Influence: Key points

- Neighbourhood teams must work with local businesses to turn business community intelligence into priorities for action.
- Policing priorities for local businesses may differ from those of the wider community.
- Neighbourhood teams should involve national and local business networks and local crime reduction partnerships in priority setting.
Interventions

Joint Problem Solving

Successful neighbourhood policing cannot happen in isolation. It depends on robust partnership working between the police, local authority, volunteers and the community, to develop effective solutions.

The Home Office Business Crime Unit and other government departments are keen to see the involvement of neighbourhood teams in tackling business crime. They recognise the benefits of having dedicated, visible, accessible and responsive neighbourhood policing teams working with the local business communities to identify and respond to local priorities.

Effective problem solving processes allow all stakeholders:

- to engage in identifying issues and solutions
- to share information about victims, offenders and locations
- to pool resources to deliver a joint response

Neighbourhood policing recognises the contributions that can be made by volunteers, community advocates and the general public – including local businesses.

Neighbourhood teams need to use multiple sources of information and rigorous problem definition.

They need to recognise that the issues affecting businesses even though part of the community may be different to those of local residents.
Interventions continued

Business Crime Reduction Partnerships (BCRPs)

Business Crime Reduction Partnerships (BCRPs) work in partnership with the police and other agencies to reduce crime and disorder in both the day and night time economies.

There are almost 186 BCRPs around the country. Many of these are working in truly innovative ways to reduce crime by establishing positive relationships with a variety of agencies including the police, local schools and community groups. The British Retail Consortium and the Association of Town Centre Management work together to provide a national focus to support BCRPs across the country.

There have been some impressive reductions in crime and other incidents in areas where such partnerships have been formed; some areas have reported a drop of over 72% in shop theft and two thirds reduction in deception.

The emphasis of such partnerships is on self-help and preventing crime by denying criminals access to premises. This is achieved by serving exclusion notices on persistent offenders or by real time intelligence broadcasting over the radio system. BCRPs generate revenue by owning and managing their own radio schemes, and from this they employ co-ordinators and other staff, all of whom are working with the police to reduce crime and disorder.
Kent Police

All Kent partnerships store their own intelligence and other information on a nationally approved database – the National Business Information System (NBIS). This system contains data gathered by partnerships on a national basis and includes information on suspects, suspect vehicles, addresses and thousands of photographs downloaded from private CCTV cameras.

The police did not previously have access to this information. The system has helped Kent Police to obtain evidence to support ASBOs, evidence of criminal associations and up-to-date addresses and photographs of individuals.

In 2007 Kent Police purchased 35 user licences which allow authorised users to access the system from their desktops. During 2007 some 2,507 incidents in Kent were added to the system, together with 2,307 photographs. The system also identified 154 offenders linked with more than one scheme in Kent and to other schemes across the country.

Sussex Police

The Eastbourne Business Crime Group (EBCG) is a partnership between local businesses, Eastbourne Borough Council, Eastbourne Crime Reduction Partnership and Sussex Police.

Membership ranges from Major Stores to small independent businesses, Foreign Language Schools and Taxi Companies. This also includes the Night Time economy which includes the small independent public houses and all the major night clubs.

Members communicate by a radio network system which now has text facility and an emergency call facility. Eastbourne Police have several of these radio’s which are used for both the day and night time economy.

Steering group meetings for both day and night time economy are held every six weeks attendees and also include Licensing officers and Police.

An innovative and new intranet system was introduced in 2009. Members can now view all offenders photographs. These include:

- Offenders on shop watch and night watch
- All the photographs and conditions of Current ASBO’s.
- Convicted offenders who have committed offences against foreign students (OP Columbus)

Daily intelligence can be added by Crime Manager or police staff.

Security of this site is managed by the Business Crime manager and all protocols are in place.

The management team collates information on crime through incident reporting and anti social behaviour using the national business information system (NBIS).
Interventions continued

Warwickshire

Warwickshire Police lead a partnership programme called “Beating Business Crime”. The programme has been jointly funded since 2002 between Warwickshire Police and the five Crime and Disorder Partnerships in the County and more recently via the Local Area Agreement. This has resulted in business crime appearing in all the Crime and Disorder Strategies and being part of normal business for all the Partners. The scheme was built around a focus of interventions to target Victims, Locations and Offenders using the problem analysis triangle. These have been channelled into three work areas delivered by a team of three dedicated business crime advisors: Business Crime Education; Business Crime Advice; Business Watch. The scheme has been very successful in that:

- Business Crime has fallen by 33%
- Commercial burglary has fallen by 41%
- Shoplifting has fallen by 25%
- 6,400 contacts established with businesses
- 5,020 members signed up to Business Watch
- The proportion of all crime that is viewed as business crime has fallen from 38% to 25%.
Interventions continued

Intelligence-led intervention
Communities expect to see neighbourhood specialists and the wider Neighbourhood Policing team making interventions of all types to deal with physical and social disorder. Experience has shown that police and partners will uncover a host of issues through effective engagement of which they were previously unaware. The demand identified by this community intelligence needs to be managed through a process which mirrors the National Intelligence Model (NIM). It is becoming increasingly apparent that the only effective means of achieving this control is through a joint tasking group that brings together key agencies who are focused on action to address locally identified priorities.

Sharing information
Neighbourhood teams must ensure that they are focusing on the priorities that have the greatest impact on local businesses, gathering information from the full range of businesses in the area and from both employers and employees. Businesses can benefit from having in place information sharing systems and processes for discussing and addressing key issues.

Neighbourhood teams need to liaise and be involved in these processes and ensure that the information is linked into the NIM process.

Case Studies

Cambridgeshire Police
A retail photo sharing scheme operates in Peterborough. The scheme incorporates a ‘banned from one, banned from all’ scheme, whereby any prolific or persistent shoplifter or person committing ASB may be banned from all stores for a minimum of one year. Around 170 shops and stores (99.8%) in the city centre have signed up to this opportunity to share information and intelligence. There are currently 150 people banned, and only 4% of these have re-offended.

National Intelligence Sharing Alliance (n.isa)
Five regional partnerships covering around 70% of the country have signed up to a new intelligence network launched by the North East Retail Crime Partnership (NERCP) to address the problem of highly organised teams of thieves moving quickly between cities stealing goods and committing fraud and refund abuse. The other partnerships involved are: the Midlands Regional Crime Initiative, Retailers Against Crime in Scotland, the Scottish Business Crime Centre and Retailers Against Crime in York.

Intelligence-led intervention involves:
- sharing information
- co-ordinating action with partners
- having a common problem-solving approach across agencies.
ACPO recently re-issued its ‘Police and Watch Schemes Guidance on Information Sharing’ (ACPO, December 2008) which outlines procedures for forces wishing to share personal data with watch schemes in the form of ASBO and persistent prolific offender images or details. ACPO have agreed an Information Sharing Agreement (ISA) template with the Information Commissioners Office. This is based on the national template for information sharing, which is in line with ACPO and Home Office guidelines for the Management of Police Information (MOPI). This guidance is available from the ACPO intranet.

Co-ordinating action with partners

Robust partnership working is a key element of successful neighbourhood policing. A range of services should be deployed to meet community needs. The quality of all these services, and the eventual outcome will be improved by the development of close and effective partnership with – or as part of – neighbourhood teams and local communities. There is likely to be a great deal of good partnership work that is already focused on businesses and it will be the task of the neighbourhood teams to build on this success and identify areas where it could be improved. It is vital to involve partners from the outset to share data and develop joint co-ordinated responses.
Interventions continued

Northumbria

Northumbria Coalition Against Crime (NCAC) is an independent registered charity which seeks to reduce crime and the fear of crime in Northumberland and Tyne and Wear through working in partnership with local stakeholders. A variety of programmes and projects will focus on young people and crime against businesses in the region:

- The £175,000 ‘Reducing Industrial Estate Crime’ project is being run by NCAC with funding from the East End and Hendon Regeneration Partnership – Back on the Map. The scheme will incorporate the existing Business Watch scheme and involve tenants, landlords, the City of Sunderland, Northumbria Police, the local community and other partners.

- NCAC will work with the police, youth offending service and social services to identify offenders and repeat offenders who cause problems in and around industrial estates and commercial premises in the East End and Hendon.

- The NCAC Youth & Community Programme’s Project TUB will encourage local schoolchildren to think about how their behaviour impacts on others through a range of fun activities.

- Restorative Justice Programmes will directly confront offenders with the consequences of their actions.

- Businesses and shops will be given help and advice about crime prevention measures and encouraged to report any problems.
Working with Businesses

Interventions continued

Metropolitan Police

The Safer Neighbourhoods Business Engagement Project (BEP) was set up to enhance engagement with businesses in the capital. The project included the establishment of a Safer Neighbourhood Team (SNT) business engagement toolkit. The aims of the project were to:

- improve contact between business and SNTs
- encourage businesses to be an integral part of the KIN
- encourage business participation in Ward Panels and Joint Agency Groups
- establish business priorities
- promote joint problem solving.

By improving engagement with businesses, the BEP hoped to achieve the following outcomes:

- increased satisfaction with local policing within the business community
- increased confidence that police are identifying and tackling the issues of most concern to local businesses
- increased staff perceptions of safety in the local area by day and by night.

At the heart of the project was the creation of Business Key Individual Networks (BKINs) and the development of a bespoke BKIN survey. In December 2007, nine pilot wards developed a new BKIN involving 30 or more people from a cross-section of businesses within the ward. The BKIN analysis provided a baseline to work from, highlighting local business priorities and concerns as the basis for problem solving.

The teams were provided with an action plan to achieve the project aims. During the course of the project the teams were asked to refocus their efforts on retail engagement in response to the financial crisis and an increase in retail crime.

A BKIN survey in August 2008 revealed that the BEP approach is having an impact on achieving the desired outcomes.
Interventions continued

Getting support from local businesses

An additional benefit from forging strong relationships with local business is the support that businesses may be able to provide for neighbourhood teams. This could include:

- sponsored vehicles
- bicycles
- promotional literature
- campaigns
- co-location
- administrative support
- clothing
- staff
- joint IT systems
- surveys.

Sponsorship

Forces are now able to accept up to 1% of their budget through sponsorship and other business ventures. This carries an advantage for businesses in terms of advertising and gaining media interest through innovative ideas and working with the police. Teams proposing to explore this avenue should refer to the ACPO Guidance on Income Generation and check their own force policy on sponsorship.

West Midlands Police

ADT Fire and Security have sponsored a police patrol car which police officers and PCSOs from the Holbrooks Neighbourhood Policing team will use over the next two years as part of efforts to tackle car crime, shop theft and damage in an area which is home to Coventry City FC as well as a large retail park.

Norfolk Police

Anglian Home Improvements have given a substantial amount of funding for Safer Neighbourhood Teams in Norfolk. The money has mainly been used to fund twice yearly newsletters to be distributed to each home in Norfolk.
Interventions continued

Funding solutions

Robust and effective solutions to local problems can only be delivered by harnessing the support, expertise and active involvement of all community safety partners and this includes the business community themselves.

Resources are always at a premium for every organisation and neighbourhood teams need to explore all possible funding streams available and make the best use of existing systems.

Community Safety Partnerships (CSPs) may be able to assist teams in identifying available funding streams.

Sussex

The Brighton Business Improvement District (BID) has been awarded a £350,000 contract for on-street security. This provides a uniformed presence on the street seven days a week to deter ASB and assist businesses. Security staff are trained in first aid and fire procedures and will also provide information and advice to visitors. They will work closely with the Brighton & Hove Business Forum’s BCRP to log criminal activity (using headset video cameras). This intelligence will be used to help inform Sussex Police activities.

Night time businesses in Eastbourne, including pubs, clubs and taxi firms, have joined together to form Nightwatch Safer Eastbourne. Eastbourne CSP has funded high visibility vests for the licensed door supervisors in the town’s pubs and clubs.

West Midlands

Dudley Borough Business Crime Partnership has launched an innovative new business radio link system to track thieves across the borough. Using Dudley Council’s IT infrastructure and voice-over internet provider technology, the system links Brierley Hill, Dudley, Halesowen and Stourbridge town centres as well as linking into all emergency systems. The system can also be extended to include satellite business areas. The ongoing running costs are much lower than for ordinary business radio link schemes.
Working with Businesses

Interventions continued

Involving community members

There are a number of ways in which individual community members – including people from the local business community – can become involved in neighbourhood policing interventions. These include:

- Community Safety Accreditation Schemes
- Special Constables
- Community volunteers.

Special Constables

Neighbourhood policing teams often include Special Constables whose role varies according to the nature of the neighbourhood and the priorities for the area. Their potential role within the business community should be explored. Recruitment from business itself could provide valuable extra coverage in terms of visibility and engagement opportunities.

Metropolitan Police

Over fifty professionals have trained as Special Constables under the auspices of Shop Watch, a growing partnership between the MPS and the retail industry. Big employers like Sainsbury’s, Mothercare, HSBC and Hamley’s allow staff paid leave to train and patrol once a fortnight; MPS funds four weeks of training and all equipment used. Shop Watch runs across much of London with different boroughs such as Westminster, Camden and Barnet setting recruits tasks according to strategic priorities. Many patrol the areas in which they work, or where their employer has a number of stores. Equivalent schemes have been set up in Birmingham, Portsmouth, Manchester and Liverpool.

Community volunteers

Volunteers from local communities are recruited in some areas of England and Wales to support neighbourhood teams in a variety of roles, from administrative assistance to joint training. This helps to free up officers to focus on engaging with communities and solving neighbourhood priorities. Volunteers bring a wealth of experience and knowledge to Neighbourhood Policing. Neighbourhood teams need to foster relationships with their local businesses and encourage volunteers to work with them. Further guidance on volunteering will be issued by the NPIA in 2009.
Interventions – Police Support Volunteers

Community Volunteers in Policing

Volunteer schemes, such as the Metropolitan Police Service’s Volunteer Programme (MVP) enables volunteers to support the Police Service in making communities safer. The MVP was established in 2001 with the aim of increasing contact between local communities and the police. It is now active in all 32 London boroughs as well as in some other specialist business units.

It is different from the Special Constabulary, who wear police uniforms and have policing powers. Volunteers do not wear a uniform and are based within police sites undertaking a range of supporting volunteering tasks. In Q1 2009 there were over 70 volunteering roles in the MPS. The team numbers some 1550 volunteers with a BME mix of 44%. 18% of team are aged 18-24, and 20% are over 65 with 5% of these being 75+. Met volunteers benefit the Met in many ways.

They bring a wide range of experience and skills to the teams that they support and add value by way of enhancement to the work of core staff – freeing them up to concentrate on what they were trained to do. Furthermore, the MVP encourages closer relationships between the community and MPS by involving a wider range of London’s citizens. By engaging with volunteers, the police can get a better understanding of local concerns and issues relating to crime.
Metropolitan Police

Met Volunteers enjoy role playing in training exercises. A recent rehearsal for the MPS Casualty Bureau was facilitated by Met volunteers taking the place of members of the public which facilitated a full scale trial to check robustness of process. Met volunteers bring a realism to role playing and whilst freeing up paid staff and officers who have given their time before, they bring a freshness and realism to the training experience. On front counters Met volunteers triage queues and ensure that the public know that they are waiting in the right place, or alternatively, the Met volunteer can help with re-directions, inform colleagues that a visitor has arrived, or provide a blank form. Safer Neighbourhood teams are supported by Met volunteers in ways of providing admin support, taking minutes at meetings or help publish a local SN team newsletter.
Community Safety Accreditation Schemes

Community Safety Accreditation Schemes allow individuals involved in a community safety role to be accredited and given a limited number of enforcement powers. Accredited persons provide additional ‘eyes and ears’ on the street and are a useful information source for police officers.

Local businesses throughout the country employ accredited security staff who play a vital role in achieving Neighbourhood Policing outcomes.

Metropolitan and City of London Police

Project Griffin, a joint initiative between the Metropolitan Police and City of London Police, provides advice and training to managers, security officers and workers from large organisations across London on security and counter terrorism issues. Volunteers – primarily from the security industry – are recruited, trained and accredited to assist police by providing reassurance and advice to the public in the event of a major incident.
Interventions continued

Crime Prevention

Crime Prevention tactics are high on the agenda of most businesses.

The business community needs good links with local Crime Prevention Officers/ Crime Prevention Design Advisors (CPOs or CPDAs). In some forces, CPOs form part of the neighbourhood teams and are easily accessible for problem solving activity generated from tackling local priorities.

‘Secured by Design’ is a police initiative to encourage the building industry and designers to incorporate crime prevention measures in the design of buildings. Forces generally have one or more trained architectural liaison officers.

Neighbourhood teams should liaise with these officers and ensure that they are aware of development plans that may affect their neighbourhood.

This information should also form part of the neighbourhood profile. Businesses can also become involved in community crime prevention initiatives that do not directly relate to their own business.

North Wales Police

Local police officers and Bangor and Caernarfon Business Against Crime (BACBAC) have joined forces to launch a new ‘Safe Child Scheme’ to help lost children. School Liaison Officers in the Western Division are giving guidance to pupils on what to do to keep safe if they get separated from their parents/guardians. Jennifer Blakemore from BACBAC is also training retail staff on how to deal with lost children and their worried parents and guardians. Retailers who are members of BACBAC have a radio link to CCTV and the police and it is hoped that this tool can form part of the scheme.
Raid-control

Raid-control is a police and industry crime reduction partnership initiative that aims to raise security standards in retail premises. It is supported by the British Security Industry Association, British Retail Consortium and other organisations in the security and retail sectors. The Raid-control package consists of a bespoke site survey questionnaire, retailer self-training programme, equipment toolkit and a list of accredited security trade associations.

Crime Prevention Officers are central to the implementation of Raid-control; they will inspect premises and, if they meet the required standards, award Raid-control status.

South Wales Police

Following a large number of bag thefts in shops and public places in Barry, police have teamed up with the Business PACT Crime Prevention Partnership to roll out the use of the Chelsea clip – a small hook which is secured under tables in public seating areas.

A local retail manager said:

“Here at M&S we welcome any extra security measures from police to help prevent our customers from becoming victims of crime. A handbag usually contains personal items that can be hard to replace either because of sentimental reasons or because of the inconvenience caused. We’re pleased to be a part of this proactive crime prevention initiative.”
Interventions continued

Involving staff and other partners

Neighbourhood teams should work in partnership with local businesses to train staff in preventing and reporting crime.

By making employees more aware of offending behaviour you can decrease the opportunities for crime in business locations. Training in reporting techniques helps ensure that better data is gathered more regularly, helping to inform planning and crime prevention operations.

Expanding this to frontline staff of other agencies – neighbourhood wardens, parking officers, street cleaning operatives etc. – can provide extra ‘eyes and ears' for neighbourhood teams.

Section 17 and ‘designing out’ crime

Section 17 of the Crime and Disorder Act 1998 requires local Authorities (and other statutory partners including the police) to do all they reasonably can to prevent, crime and disorder in their area (including anti-social and other behaviour adversely affecting the local environment) and the misuse of drugs, alcohol and other substances.

An example of this in practice is the consideration of the impact of crime in planning submissions. Crime Prevention Design Advisors (CPDA) can assist architects and businesses submitting planning applications to consider the impact developments may have on crime, and help prevent crime through intelligent design. Neighbourhood Teams can help this process by making the business community aware that this service exists and helping link in businesses to CPDAs.

Interventions: Key points

- Effective Neighbourhood Policing requires robust partnership working to solve problems and implement solutions in tackling crime and disorder. Schemes involving businesses in partnership work to tackle business crime are proving effective.

- Interventions need to be based on community intelligence and agreed with partners. Neighbourhood teams need to be involved in local business networks and processes for sharing information on business crime, and ensure that the information is linked into the NIM process.

- Local businesses may be able to help the neighbourhood team with practical support and enable access to existing business networks.

- Individual members of the business community can become directly involved in Neighbourhood Policing as Special Constables, volunteers or through Community Safety Accreditation Schemes.

- Partners can help with enforcement, prevention and intelligence gathering at the front line.
Measuring success

Neighbourhood policing has been shown to improve confidence and performance in a number of areas. The Neighbourhood Policing Performance Guide (August 2007) suggests that ‘forces can select the most relevant and appropriate performance indicators to adopt, and the most appropriate level of measurement – individual, team, neighbourhood, Basic Command Unit or force’.

Forces developing their performance management process will need to decide whether local businesses should be considered as a separate entity or combined within overall measurements. They might consider adopting bespoke measurements for teams whose neighbourhood consists mainly of business premises.

West Midlands

The Business Crime Group in Wolverhampton, which feeds into the Wolverhampton Partnership and the West Midlands Regional Crime Forum, have developed a specific local Neighbourhood Policing indicator ‘reduce the number of victims in the business community by reducing the number of burglaries (non dwelling), criminal damage to other buildings and cheque and credit card fraud where the company is a victim’.

Indicators need to be developed that reflect the identification and problem solving activity around local business priorities. These should be inclusive of local businesses and take on board the views of both employers and employees.
Ongoing communication and feedback.

We have already stressed that effective communication is essential in the development and delivery of any Neighbourhood Policing strategy. Ongoing communication is necessary to keep businesses informed about incidents of crime and ASB reported to the neighbourhood policing team, and the actions taken. Evidence shows that giving clear and effective feedback to local communities is a key factor in managing expectations and influencing levels of public satisfaction with policing services. Feedback keeps communities informed and engaged even when it involves telling people that a particular intervention has not been successful.

Successful communication is especially vital when dealing with the business community where levels of dissatisfaction and cynicism about processes involving the police and statutory partners are particularly high. Teams need to use a range of methods for communication and feedback, depending on the message and the audience. Many of the mechanisms for delivering feedback will be the same as those used to engage businesses in neighbourhood policing.

Teams can make use of the media, local newsletters and direct feedback through various watches and forums in the area. Businesses themselves can be used to feed back information, for example, by displaying posters on shop fronts and holding surgeries on their premises.

Web pages on force websites can be dedicated to local business, signposting businesses and other organisations to initiatives being undertaken by the police and partners to address business crime. For an example of this, see the Northamptonshire Police website: www.northants.police.uk
Gloucestershire

Operation Mull was set up to address an increasing problem of shoplifting and ASB in Stroud town centre. The objectives of the operation were to:

- reassure local businesses and customers during opening hours
- deter/prevent potential criminals
- give crime prevention advice
- gather and submit intelligence.

The operation was publicised via a press release and information on the Safer Community Team website. Local officers and PCSOs distributed information to parish councils and made use of the KIN database for the community, mainly concentrating on Stroud town centre.

The operation is now complete and the results are being reviewed by the Safer Community Team.

Using joint communications via the CSP helps to demonstrate a strong, unified approach to tackling business issues.

Hastings

The Safer Hastings Partnership established a unified project to tackle the fear of crime through communications, including:

- a network of 11 screens broadcasting 3.5 million reassurance messages at key locations throughout the borough
- an interactive website
- a weekly contribution in the local newspaper
- working with local schools around positive activities and intergenerational work.

This initiative has led to a 20% increase in the number of residents who understand that crime is falling in Hastings and perceptions of anti-social behaviour have halved. (Home Office Respect Poll)
Promoting success

If police and partners are to provide local businesses with a sense of security they must actively sell the safety message and highlight their successes.

One way of recognising success is for organisations to offer awards for efforts made by businesses in reducing crime and disorder.

Kent

Kent Police and Action Against Business Crime (AABC) developed the Safer Socialising Award (SSA) to encourage alcohol-related businesses to achieve higher standards of management and operation as a demonstration of their commitment to the reduction of alcohol-related crime and disorder and ASB.

The SSA is managed by the local BCRP which awards certificates to successful premises in Gold, Silver and Bronze categories following an inspection process involving the partnership, police, local authority licensing and the fire service. All awards are re-inspected annually to ensure that high standards are maintained.

The award embraces not just pubs and clubs but also hotels, restaurants, take-away premises, cinemas, bingo halls and off-sales premises and so offers far greater potential for an integrated partnership approach to community safety issues, including improved intelligence. It is intended to help reduce levels of violence, drug abuse, under-age drinking and ASB.

The Safer Business Awards (SBA) was originally developed by AABC to ensure that there are nationally recognised and accepted standards for the management and operation of BCRPs. Partnerships are inspected before being accredited and are re-inspected every three years.
Answers: Key points

- The success of Neighbourhood Policing for the local business community will be assessed using a performance management process determined at force level.
- It may be necessary to treat local businesses as a separate entity in the performance management process using bespoke performance indicators.
- The business community should be kept informed and engaged through an ongoing communication strategy and clear feedback on results.

Conclusion

Crimes against businesses make up one fifth of overall recorded crime so tackling business crime will bring overall crime levels down. The general principles of Neighbourhood Policing are as relevant to the business community as they are to residential communities.

It is easy to overlook local businesses when developing local policing plans. BCU commanders developing their strategic plans need to:

- set out initiatives to reduce crimes against business as part of an overall business crime reduction strategy within the local policing plan
- consider methods to address issues relating to local businesses within CSP strategies
- consult regularly with Neighbourhood Policing teams, and monitor their activity, in order to improve service delivery and enhance the response to business crime
- establish a joint communications strategy with partners to ensure that a stronger, unified message is delivered.

As neighbourhood teams become embedded across England and Wales, the ability to engage with local businesses will be enhanced. Visibility alone will not sustain confidence in policing so teams must work with all types of local businesses to ensure that the business community is provided with appropriate opportunities to:

- raise concerns
- become involved in setting policing priorities
- work with the police to reduce both crime and the fear of crime.

Whilst providing an opportunity to make linkages, raise concerns and provide advice, neighbourhood teams may not be best placed to deal directly with issues such as identity theft or fraud and may only have a marginal role in tackling serious and organised crime. However, neighbourhood teams will provide a good point of contact for accessing other policing services.

Local businesses in turn have a responsibility to develop relationships with their neighbourhood teams using the various groups and partnerships to engage with and become involved in joint problem solving and crime prevention initiatives.
Success through the eyes of local businesses

<table>
<thead>
<tr>
<th>Supporting the team</th>
<th>Local Police</th>
<th>Force Level</th>
<th>Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ACCESS</strong></td>
<td>Do businesses know who is responsible for their area?</td>
<td>Are teams long term, dedicated and not abstracted?</td>
<td>Do partners have a joint strategy for communicating with local business?</td>
</tr>
<tr>
<td><strong>INFLUENCE</strong></td>
<td>Do businesses know how to influence priorities for their area?</td>
<td>Are systems in place to support priority setting?</td>
<td>Are all partners involved in setting priorities?</td>
</tr>
<tr>
<td><strong>INTERVENTIONS</strong></td>
<td>Do businesses take part in solving problems?</td>
<td>Are teams supported by additional or specialist resources?</td>
<td>Are partners forming positive relationships to implement solutions?</td>
</tr>
<tr>
<td><strong>ANSWERS</strong></td>
<td>Do businesses notice a visible difference?</td>
<td>Are appropriate performance measures in place?</td>
<td>Are partners actively promoting and rewarding success?</td>
</tr>
</tbody>
</table>
Glossary/Useful Contacts

Accredited Business Crime Partnerships
Business crime partnerships involve businesses working together with the police and other organisations to reduce crime. Depending on local circumstances partnerships vary from the less formal ‘Business Watch’ to the more formal ‘Accredited Business Crime Partnerships’. In Wales there are four different types of partnership. An informative example of such partnerships can be viewed on the Welsh Assembly Web site at http://wales.gov.uk/topics/housingandcommunity/safety/crimereduction/business/partnerships/?lang=en

Association of Convenience Stores
The ACS is the campaigning voice of over 33,000 local shops, it supports its members through lobbying and advising on legislation and other issues affecting retailers.
www.acs.org.uk

Association of Town Centre Management
ATCM is Europe’s largest membership organisation dedicated to helping town and city centres realise their natural roles both as prosperous locations for business and investment, and as focal points for vibrant, inclusive communities. Members are primarily public private partnerships from across the UK as well as both public and private sector stakeholders.
www.atcm.org

British Chamber of Commerce
The BCC a national network owned and directed by its members with the core aim of ensuring that UK business thrives.
www.britishchambers.org.uk

British Council of Shopping Centres
BCSC is the voice of the retail property industry, promoting retail-led regeneration and growth through research, guidance and an extensive range of events and networking opportunities throughout the year.
www.bcsc.org.uk

Business Crime Reduction Partnerships
BCRPs are formal partnerships of members committed to reducing business crime in partnership between police, local authorities, Community Safety Partnerships (CSPs) and other agencies, with the common goal of reducing crime and managing out crime. The following are good examples of the work of such partnerships:
www.brightonbusiness.co.uk/htm/program20040704.047082.htm or www.dudley.gov.uk/business

British Institute of Innkeepers
The BII is the professional body for the licensed retail sector. They provide its members with high quality qualifications, information, skills and business benefits to help them succeed.
www.bii.org/
British Oil Security Syndicate
BOSS’s aim is to help to reduce crime on petrol forecourts. It has established over 70 forecourt watch schemes in the UK and is a campaigning group representing small and medium sized businesses in the UK.
www.bossuk.org

British Retail Consortium
The BRC is the lead trade association representing the whole range of retailers from superstores to small independents.
www.brc.org.uk

British Security Industry Association
The BSIA is the trade association for the professional security industry in the UK.
www.bsia.co.uk

Business Watch
Business Watch are partnerships between the local business community, the local authority, police and other statutory agencies to share information and support each other in tackling and reducing crime and disorder that affects their business and community. They have informal links with local neighbourhood teams.
www.homeoffice.gov.uk/crime-victims/reducing-crime/business-retail-crime

Community Safety Partnerships
A useful resource, providing information and resources for people working to reduce crime in their local area.
www.crimereduction.homeoffice.gov.uk

Crime Matters
Is a non-profit making organisation helping businesses to reduce crime, by supplying them with advice and support.
www.crimematters.org.uk

Crimestoppers
An independent UK charity helping to find criminals to help solve crime.
www.crimestoppers-uk.org

Department of Business, Enterprise and Regulatory Reform
BERR offers an Action for Business programme.
www.berr.gov.uk

Eastbourne Business Crime Group
The EBCG is a partnership between local businesses, Eastbourne Borough Council and Sussex Police.
www.hicom.co.uk/BusinessSolutions

Federation of Small Businesses
The FSB is a campaigning group representing small and medium sized businesses in the UK.
www.fsb.org.uk
Home Office Business Crime Team
This team was established in 2003 with the aim of developing a co-ordinated strategy for working more closely with business to reduce crime.
www.homeoffice.gov.uk/crime-victims/reducing-crime/business-retail-crime

Institute of Licensing
The objectives of the organisation are primarily to advance the development and recognition of professional skill and technical competency, in the field of licensing and regulatory activity; including their application in the public and private sectors in the prevention of crime disorder and nuisance and to foster mutual understanding and respect between practitioners and the communities and sectors they serve.
www.instituteoflicensing.org/

National Counter Terrorism Security Office
NaCTSO is a police unit funded by and reports to the Association of Chief Police Officers (ACPO). NaCTSO contributes to the UK government’s counter terrorism strategy (CONTEST) by supporting the Protect and Prepare strands of that strategy. Its team of specialist staff can offer advice in relation to business continuity, designing out vehicle borne terrorism, the protection of crowded places and reducing opportunities for terrorism through environmental design
www.nactso.gov.uk/barspubsandnightclubs.php

National Farmers Union
The NFU represents farmers and growers in the UK.
www.nfuonline.com

National Farmers Union of Wales
The NFU Cymru provides advice, support and information for the Welsh represents farming and agriculture industry.
www.nfu-cymru.org.uk

Northumbria Coalition Against Crime
The NCAC is an independent registered charity which seeks to reduce crime and fear of crime in Northumberland and Tyne and Wear through working partnership with local stakeholders
www.thecoalition.org.uk

‘Morning Advertiser’ and ‘The Publican’
Licensing trade on line newspaper’s for the UK pub and bar industry
www.thepublican.com
www.morningadvertiser.co.uk

NPIA Citizen Focus and Neighbourhood Policing Programme Team
This Team provides support and advice on Neighbourhood Policing issues to the 43 forces across England and Wales.
www.neighbourhoodpolicing.co.uk
Glossary/Useful Contacts continued

**Raid-control**
Raid Control is a police and industry crime reduction partnership initiative that aims to raise security standards in retail premises. It is supported by the British Security Industry Association, BRC and other organisations in the security and retail sectors.
www.raid-control.org/toolkit.php

**Rural Shops Alliance**
The RSA is the UK association of retailers offering support and advice to village shops and other independent rural retailers.
www.rural-shops-alliance.co.uk

**ShopWatch**
ShopWatch is a well-established initiative that unites the police, the retail industry and government to help make our shops and town centres safer.
www.shopwatch.info/about/

**Union of Shop and Distributive Workers**
The USDAW have undertaken significant work and can offer advice in relation to preventing violence and intimidation through their “freedom from fear campaign” and also have produced a number of useful guides on issues such as late night working and under age sale of alcohol.
www.usdaw.org.uk

**Victoria Partnership**
Victoria Partnership Ltd, has top level representation from both the public and private sectors – all with a stake in Victoria. The aim is to provide a co-ordinated and sustainable approach, delivering a comprehensive socio-economic agenda that will benefit businesses, visitors and residents situated in the target area.
www.victoria-partnership.co.uk
Working with new and emerging communities
The population of the United Kingdom (UK) is made up of a hugely varied mix of people who have migrated here at various times. In the last sixty years, the bulk of the immigration has been from Commonwealth countries (in the 1950s and 1960s), and more recently from the new European Union (EU) member states. The largest EU expansion took place in May 2004 when ten additional countries were admitted: Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia. Bulgaria and Romania joined in January 2007.

The globalisation of trade and business, modern technology, and the ability to travel more cheaply has impacted on the movement of people internationally. Migration can have a number of effects, not only on the labour market but also on the economy as a whole. Current estimates are that the UK economy grew by 5.3% \(^1\) in 2004 and 2005. A significant percentage of this increase was due to immigration.

There has also been outward migration, and this has included those who have migrated from EU member states. This could increase due to the current economic climate.

Whilst migration can have an impact on the overall population, in most recent years it has been impacting upon demand for local services and service provision mainly due to the large influx of migrant workers from Eastern Europe since the expansion of the European Union.

The UK has gained economically from migration, although the ability to identify the needs and allocate resources locally has proved more difficult mainly due to the inability to estimate or accurately calculate migration numbers.

This guide has been produced to provide information for Basic Command Unit (BCU) Commanders, front line police officers, Police Community Support Officers (PCSOs) and partnership staff working with neighbourhood policing teams to assist in the successful delivery of neighbourhood policing by the identification of, and engagement with, new and emerging communities. Additionally, all staff working in public facing roles could benefit from the content of this guidance to supporting working towards a more citizen focused approach to service delivery.

The guide aims to provide practical advice on identifying and engaging with new and emerging communities at the neighbourhood level. The content has been based on previously published examples and evidence combined with practical examples identified from forces across England and Wales.

Evidence has shown us that communities want neighbourhood policing teams to tackle the issues that matter most to them. Community engagement, which lies at the heart of the approach, brings highly localised problems to the attention of the police and partner agencies. Neighbourhood policing enables communities to work with the police and partners to determine local priorities for action. When Neighbourhood Policing Teams (NPTs) tackle these in partnership with communities and other local service providers, neighbourhoods feel safer, and are safer for those living and working in them.

\(^1\) The Economic and Fiscal Impact of Immigration (Home Office 2007)
Definition of new and emerging communities

For the purpose of this guide, new and emerging communities are defined as:

People with social, political, cultural or economic reasons for coming into the UK and who may potentially change the dynamics of a neighbourhood.

This guide takes account of all new and emerging communities as the definition indicates, not just those arriving in the UK from EU accession states.

There can often be some confusion about the differences between the terms legal migrants, asylum seekers, illegal immigrants, settled migrants and minorities born in the UK. It is therefore important to ensure that accurate language and terminology is used, to avoid confusion and misunderstanding by staff and communities.

The Improvement and Development Agency for Local Government (I&DeA) have produced a good practice guide for local authorities ‘New European Migration’ which provides some useful information and terminology.

Migration (migrant) – is the movement of persons from one country or locality to stay in another.

Immigration (immigrant) – is a word used to describe a more permanent relocation.

The United Nations (UN) International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, although not applicable in the UK, provides some useful terminology in respect of migrant workers. Some of the more commonly used terms are listed below:

Migrant worker – a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.

Frontier worker – a migrant worker who retains his or her habitual residence in a neighbouring State to which he or she normally returns every day or at least once a week.

Seasonal worker – a migrant worker whose work by its character is dependent on seasonal conditions and is performed only during part of the year.

Seafarer – a migrant worker employed on board a vessel registered in a State of which he or she is not a national and includes fishermen.

Worker on an offshore installation – a migrant worker employed on an offshore installation that is under the jurisdiction of a State of which he or she is not a national.

Itinerant worker – a migrant worker who, having his or her habitual residence in one State, has to travel to another State or States for short periods, owing to the nature of his or her occupation.
The UN definition of a *refugee* is ‘a person who is outside his/her country of nationality or habitual residence; has a well-founded fear of persecution because of his/her race, religion, nationality, membership in a particular social group or political opinion; and is unable or unwilling to avail himself/herself of the protection of that country, or to return there, for fear of persecution’.

An *asylum seeker* is someone who is awaiting a decision about their refugee status as defined above. The term asylum seeker can sometimes be wrongly confused with the term ‘illegal immigrant’.

Building upon the aims of neighbourhood policing and the supporting principles, neighbourhood policing teams are ideally placed to develop sustainable links with new and emerging communities.

Neighbourhood policing aims to provide communities with:

- **Access** – to policing or community safety services through a named point of contact
- **Influence** – over community safety priorities in their neighbourhood
- **Interventions** – joint action with communities and partners to solve problems
- **Answers** – sustainable solutions to problems and feedback on results
Community Cohesion

Local public service providers including the police have to adapt to changes in the environmental, economical and social factors affecting communities, which will have an impact upon communities and community cohesion. Community cohesion is therefore fundamental to what makes a safe, strong and prosperous community.

The Commission on Integration and Cohesion, established in September, 2006 published *Our Shared Future*, which makes proposals for developing integration and cohesion at a local level. The document focuses on the role of local authorities, and how they can influence the ‘place shaping agenda’. The police and other local service providers will also find the document a useful resource.

Place Shaping is the responsibility of all local partners in the public, voluntary and business sectors and it is about creating attractive, prosperous, vibrant, safe and strong communities where people want to live, work and do business.

*Our Shared Future* provides evidence from a number of sources, and proposes a new definition for integration and cohesion.

An integrated and cohesive community is one where:

- There is a clearly defined and widely shared sense of the contribution of different individuals and different communities to a future vision for a neighbourhood, city, region or country
- There is a strong sense of an individual’s rights and responsibilities when living in a particular place – people know what everyone expects of them and what they can expect in return
- Those from different backgrounds have similar life opportunities, access to services and treatment
- There is a strong sense of trust in institutions locally to act fairly in arbitrating between different interests and for their role and justifications to be subject to public scrutiny
- There is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place, with a focus on what they have in common
- There are strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within neighbourhoods.

The NPIA has recently published a guide entitled ‘Community Cohesion’ (2010).

2Commission on Integration & Cohesion, *Our Shared Future*, June 2007
Identification of New and Emerging Communities

Neighbourhood Profiles
The first step to developing an improved understanding of the local neighbourhood is through the use of neighbourhood profiles.

The police service operates in an environment of continuous change, subject to:

- internal factors driven by the police reform agenda (for example Citizen Focus and Neighbourhood Policing)
- external factors arising out of changing populations and communities, increasingly accessible information technology and the ongoing risks and threats from global violent extremism.

Neighbourhood profiles have emerged as part of the response to this environment and support the police service in keeping track of these changes.

They have been developed as the result of the evidence base supporting effective policing from areas of work including the National Reassurance Policing Programme, Community Cohesion work stream, Citizen Focus and Neighbourhood Policing.

The primary purpose of neighbourhood profiles is to inform and drive engagement activity. They are ‘living’ products that track neighbourhood changes to ensure that all communities are heard in support of the key aims of neighbourhood policing: to involve partners and communities in identifying local policing priorities and solving local problems and to tackle criminality in neighbourhoods.

The neighbourhood profile provides a detailed baseline picture of a community. It is a useful tool to support police and partners in recognising and responding to change, for example, in population, perception, crime, disorder or other factors. Without this benchmarking tool, subtle but important changes may be difficult to recognise.

The neighbourhood profile should cover eight minimum categories. These are summarised in the table. This section should be read in conjunction with the Neighbourhood Profiles Guide.
NPTs will need to seek the assistance of force analysts and partner agencies to develop the data available to populate profiles. Neighbourhood profiles can then continue to be developed locally by NPTs to include information about Key Individual Networks (KINs).

Having in place meaningful neighbourhood profiles to identify new and emerging communities will support forces to identify who is living, working or studying in the community. This can then be used to influence engagement activities, information provision and local service delivery.

It will be necessary to consider other approaches to capturing data as it is not always easy to identify new and emerging communities through traditional data sets as these may not always be adequate.
Community mapping

This is a process that involves members of the community, within a workshop environment where they are asked to provide information and details about their community, the associations they may have with faith groups, recreation, employment, information on broad issues and/or tensions that they are aware of.

It may be more effective to engage the skills of a community based organisation to help facilitate this type of event and the force Independent Advisory Group (IAG) to offer advice as to how best this process could be undertaken.

Data sources

A number of forces have undertaken a considerable amount of research to identify and map their local areas specifically around new and emerging communities using a number of data sources. The Office for National Statistics (ONS) have concluded that there is a lack of a single, all inclusive system to measure the movement of people into and out of the UK, and no system to allocate those migrants captured in data sources to the localities where they reside.

Forces will need to consider utilising information gained from more than one data source to provide a better level of information. There are three types of data sources currently available in the form of censuses, surveys and administrative data and these are explained here in more detail.
**Censuses**

**UK Census** – 10 yearly national Census. The migration question provides a measure of migrant inflows during the census year, but not outflows. Includes country of birth statistics. The last national census was undertaken in 2001. The next census is due to take place in 2011. However, it will take some time to collate the information and publish the results.

**School Census** – annual count of all children in grant maintained schools in the UK. Data includes address, age, ethnicity and first language spoken. Pupils are only recorded when they enter school in any one year.

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**Surveys**

**International Passenger Survey (IPS)** – sample of those entering and leaving the UK.

**Labour Force Survey** – rolling quarterly survey of 60,000 households. This includes questions on nationality, ethnicity, current address, address one year ago and date of arrival in UK.

**Local surveys** – ad hoc local surveys undertaken by local authorities.

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**Administrative data**

**NHS Central Register (Flag 4)** – patient re-registration following a change of address or change of GP. Can give an indication of international migration to a certain area.

**National Insurance Number (NINO) registrations** – provides a record of residential postcode, arrival and registration date, country of origin and age.

**Workers Registration Scheme (WRS)** – this scheme was specifically introduced to regulate access to the labour market and restrict access to benefits for the accession countries who joined the EU in 2004. It is a temporary measure. Registration is required to take employment in the UK. Data is available for first job by occupational status, date of birth, gender and nationality. Data grouped by address of employer.

The Migration Statistics Improvement Work Programme is working on improving population and migration statistics. This programme of work is being led by the ONS working with key government departments, the Treasury and Bank of England. The programme aims to provide improved population and migration statistics that are relevant to users needs, accurate and recognised as being an authoritative source of migration statistics.
<table>
<thead>
<tr>
<th>Administrative data</th>
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</thead>
<tbody>
<tr>
<td><strong>Higher Education Statistics Agency (HESA)</strong> – the HESA maintains a record of all students in the UK including those whose country of residence is usually outside the UK. Students give an estimation of their length of stay. Data records the address of the institution but intends to cover the resident address.</td>
</tr>
<tr>
<td><strong>Electoral Register (ER)</strong> – each local authority maintains a register of those entitled to vote. A form is sent to every household on an annual basis. The data available is nationality in order to determine the entitlement to vote. If the nationality has no voting rights the name is not added to the register.</td>
</tr>
<tr>
<td><strong>Council Tax information</strong> – provides data on houses of multiple occupation.</td>
</tr>
<tr>
<td><strong>National Asylum Support Service (NASS)</strong> – data is available on asylum seekers currently receiving national support for accommodation or subsistence.</td>
</tr>
</tbody>
</table>

**New Migration System**

On Friday 29 February 2008, a new Australian-style points-based system was introduced in the UK to ensure that only those with the right skills or the right contribution would be able to come to the United Kingdom to work and study.

Applicants earn points for their skills and the potential they show for economic success, and must show competence in English language and the ability to support themselves and their dependants.

Employers and sponsors play a crucial part in making sure the system is not abused. Employers and institutions must apply for a licence to sponsor and bring migrants into the United Kingdom, and meet a number of sponsorship duties.

The Government’s electronic border system - e-Borders - will see every passenger being counted in and out of Britain and checked against immigration and security watch-lists by 2014.
## Local Government Analysis and Research Team (LGAR)

The Local Government Analysis and Research Team (LGAR) which is part of the Local Government Association (LGA) is developing a resource on migration data. This is intended to host the key national data sources and provide advice about using other local data/information.

They have negotiated and secured access to local authority level Worker Registration Scheme (WRS) data from the UK Border Agency. This up-to-date information will not only enable you to discover more about your changing local population, but is invaluable in planning your services. You will be able to investigate new migrant employment patterns including seasonal working, which is essential in building up local economic and employment knowledge. In addition you will be able to develop a picture of new residents and their potential needs.

Access to the local authority data is restricted to local authorities and other government users who register on this site with a .gov.uk email address.

If you do not have a .gov.uk email address you can access national data via the Home Office’s Control of Immigration: Quarterly Statistical Summary, alternatively you may wish to email them directly at FreedomofInformation.Workpermits@ind.homeoffice.gsi.gov.uk with your request.

## East of England Development Agency

The East of England Development Agency has developed a migrant gateway myUKinfo.com website designed to provide a single point of access to relevant information for migrant workers and their employers. The gateway is available in 6 languages (including English, Polish and Slovakian), providing information for migrant workers both before and after they arrive in the UK for the first time.

The migrant gateway provides useful information on all aspects of working, housing, UK life, money and emergencies. myUKinfo.com initiative is led by the East of England Development Agency with the support of the European Union Social Fund.
### Other data and information sources

- Hate crime data
- Custody data
- Anti-social behaviour and alcohol related crime data
- Local employer information – hospitals, agriculture
- Property and letting agents
- Gangmasters Licensing Authority
- Charities and voluntary sector (see the NPIA’s ‘Working with the voluntary sector’ guide available at http://www.npiadocuments.co.uk/thirdsectorguidance.pdf)
- Citizens Advice Bureau
- Local libraries
- Adult education providers – English for Speakers of Other Languages (ESOL)
- Force Language Line data
- Faith groups and venues (see the NPIA’s ‘Working with faith communities’ guide available at http://www.npiadocuments.co.uk/faithguidance.pdf)
- Children’s centres
- Direct contact
- Fire & Rescue Service (fire safety checks on properties)
- NHS Walk-in Centres

When capturing data on new and emerging communities a next step is to try and establish where communities or individuals have originated from and identify what languages they speak. Do not automatically assume a link between nationality and language.

Language Line data available through the force and local authority may provide the information needed to identify languages spoken, and also where the service has been accessed.

NPTs, as they are continuing to develop a full picture of the local community, can start to anticipate some of the changes that may impact upon the neighbourhood, for example:

- Seasonal trends for migrant workers (fruit processing, building projects)
- Sharing information with partner agencies by sharing information (NHS, fire service)
- Monitoring community tensions (racist crimes, media coverage)
Access

Access – to policing or community safety services through a named point of contact

For neighbourhood policing to be effective, the community must have access to policing or community safety services through a named point of contact.

Neighbourhood teams need to consider how they are going to communicate to enable all communities to have equal opportunities to access them and policing services.

Neighbourhood Policing Websites

There is now a minimum requirement that NPT websites contain particular types of information for the local community, these include:

- Contact details of local teams
- Local neighbourhood priorities
- Ways to get involved (ways to take action)
- Actions taken against priorities
- Local neighbourhood meeting details

This is part of a wider initiative to provide information to the public which includes crime maps.
Literature in different languages

An important consideration is whether to provide translated literature for new and emerging communities. It is worthwhile taking time to research the languages that are most commonly being spoken within local communities and neighbourhoods, and it may be useful engaging with the voluntary sector to assist with this process - see the NPIA’s ‘Working with the voluntary sector’ guide (2010). Some of the data available within the neighbourhood profile may also help to identify which languages are being spoken, as a lack of English can be a ‘barrier’ to individuals. It is also highly recommended to forces that they invest in the services of a professionally qualified translator.

Before starting on the translation of literature, and for this to be most effective, a decision should be made on what types of information will be translated and the message that you are trying to provide. Do not always assume that translated literature can be read. Some new and emerging communities may have low literacy skills in their own language. A combination of translation and pictures may be the most effective approach.

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Working with the voluntary sector, National Policing Improvement Agency (2010)
Integrating new migrants – communicating important information guide

This guide is for those producing migrant information or welcome packs for their area and was produced for the Fens Rural Pathfinder by MENTER and Loretta Hurley Development Consultant, and is published by I&DeA and the Department for Communities and Local Government (DCLG).

This resource has been produced to support organisations who are involved in developing information packs and websites for those settling in an area from outside the UK. The idea was to try and make it easier for organisations by sharing information and providing a template.

Part one of the guide provides a ‘model’ template which can be used and adapted to local circumstances, by adding in local information and contact numbers. This covers issues as diverse as employment rights, getting housing advice, accessing key services, what to do in an emergency, using public transport, laws on drinking and smoking, how to volunteer and the things people most often say should be the responsibility of everyone living in the UK.

Part two of the guide outlines some lessons from existing packs, part three has resources for engaging stakeholders when putting together a pack and part four has advice about evaluating your guide. The template has no copyright, so can be copied and re-used. A Microsoft Word version of the template is available from migration.programme@idea.gov.uk

Wiltshire Police – have supported a series of drop-in sessions at local libraries run in the evening between 6 and 9 pm to capture those finishing day shifts and those starting evenings/night shifts. Each of the District Councils have funded the cost of interpreters from the local community who are native speakers that get paid. The Police have picked up the costs of translation for posters, flyers etc. They also dedicated one of the NPT PCSOs to each event to help break down barriers.

Cambridgeshire Police – have employed a Translation Services Manager. A review of the translated literature that was being produced was undertaken to ensure accuracy and effectiveness and that the information was appropriate. Working in partnership with the Local Criminal Justice Board, this has resulted in the production of a ‘Newcomers Guide to policing and the law in Cambridgeshire’. The guide has been translated into a number of languages including English, Polish, Portuguese, Russian, Lithuanian, Czech, Slovak, French, Bulgarian, Romanian and versions in Latvian, Farsi, Arabic, Kurdish (Sorani), Urdu, Chinese Mandarin and Chinese Cantonese. The guide includes information on how to contact the police; driving and the documents needed to drive legally; drinking and driving; alcohol and drugs; and carrying a weapon.

Additionally, they have produced translated literature for use in custody suites, and for use by ‘scenes of crime’ teams. It is recommended that an English copy of any translation is also available so that individuals can make use of this when seeking further advice from, for example, the Citizens Advice Bureau or a solicitor.

Suffolk Police – A neighbourhood Sergeant became aware of a small number of racially motivated incidents on Asian migrant workers who had recently been introduced to the UK for the purpose of supplying labour to the racing industry. The Neighbourhood Policing Teams identified those stables (approx. 70) which had the highest levels of Asian workers. Visits were undertaken to speak to a small number of the yards to identify issues affecting the migrant workers and, as a result of these inputs, funding was secured to create information posters/flyers in Hindi and Urdu explaining the role of the NPT and how to report incidents.

A promotional NPT DVD was developed to be followed up with further visits to the remainder of the racing/stable yards with neighbourhood policing officers being allocated yards on their beats to maintain close contact and develop lines of communication.

www.npia.police.uk
Guidance for Local Authorities on Translation of Publications

This guide has been produced by the Department for Communities and Local Government (DCLG) in response to Our Shared Future (Commission on Integration and Cohesion’s Report) and is aimed at local authorities and their partners. It is recognised that speaking English is an essential element for supporting the integration of both long standing and new migrants.

The document provides a translation checklist to support organisations when considering if translation is necessary and provides some good practice examples. It suggests alternative methods and sign posting to other services or support processes. This guidance does not suggest that changes need to be made to providing interpretation services on a one-to-one basis where individual English language skills are not sufficient and someone needs to understand their legal rights.

Legal responsibilities

The Race Relations Act 1976 makes it unlawful to discriminate against a person on grounds of colour, race, nationality, and ethnic or national origin. This applies to employment, education, training and related matters, and the provision of goods, facilities and services.

The Race Relations (Amendment) Act 2000 places a duty on public authorities not to discriminate when carrying out their functions. There are similar duties not to discriminate covering the areas of gender and disability, in addition to religion or belief and sexual orientation. It is important to note that the Equality Bill will amend and consolidate the existing law.

Article 5(2) of the Human Rights Act provides that everyone who is arrested is entitled to be informed promptly, in a language they understand, of the reasons for their arrest and any charge against them. Translation services may therefore be required if someone is arrested or charged with a criminal offence.

Durham Police – A local Inspector has produced prompt sheets in Polish for use in custody suites, and also witness and advice prompt cards that have been made up as cards for staff to carry. Staff have found this resource particularly useful.
Force survey of language skills
Forces may find it useful to undertake a language skills audit of all staff (police officers, police staff, specials, PCSOs) to identify staff with any language skills that can be utilised by the force either as part of an ongoing basis, or to assist with particular issues.

Faith, Language and Culture (FLAC)
Recognising the diversity of the police service, FLAC has been created to allow police officers and police staff with specialist knowledge of a particular faith, language or culture to volunteer to assist colleagues dealing with a variety of incidents and enquiries. FLAC is a searchable database of personnel held by the Association of Chief Police Officers (ACPO) National Community Tension Team (NCTT) to match requests from officers with FLAC volunteers who can offer accurate information or guidance.

Training in Languages
Forces may find it beneficial to provide training for frontline staff in languages spoken in particular neighbourhoods.

North Wales Police – A Community Beat Manager in Wrexham, was nominated for the Police Review Community Police Officer of the Year Award in 2007 after ensuring Polish nationals moving to the area were not isolated from the force.

The PC learned the language in his own time and even visited the country at his own expense to learn more. He has also had his business cards printed in Polish with his mobile telephone number to encourage members of the community to contact him.

As a result, the officer has established excellent links with the Polish community in the area. He is also frequently called upon to assist other departments with their enquiries, and has submitted a significant number of intelligence reports.

Greater Manchester Police – Neighbourhood officers have learnt Cantonese in an attempt to better engage with the Chinese community in North Manchester.

Access: Key Points
- Neighbourhood teams need to ensure all communities know how to make contact with them using websites and other media
- Consider whether to translate information for local communities
- Neighbourhood teams may find it useful to train team members in language skills appropriate to the local community
- Ensure a variety of methods of communication are provided with clear messages
Influence

- **Influence** – over community safety priorities in their neighbourhood

For neighbourhood policing to be effective, communities need to be involved in identifying local issues and being involved in the priority setting process.

Neighbourhood teams should, as far as possible, ensure that all sections of the community are provided with the opportunity to influence local priorities. This must include the involvement of partner agencies working together to resolve community priorities and improve outcomes for individuals, new and emerging communities and host communities.

**Community engagement**

Community engagement is a process that provides the public and communities with the opportunity to participate at their chosen level in decision making processes that influence policing policy.

Engagement can be broken down into four different types:

- **Information gathering** – capturing public attitudes through surveys etc. There is no ongoing dialogue between the community and the police
- **Consultation** – people brought together to represent the demographics of a community to discuss particular issues or policies (citizens’ juries or focus groups)
- **Participation** – ongoing dialogue with the community and the police on a range of issues - community panels, Partners & Communities Together (PACT)
- **Feedback** – ongoing process to explain action taken following consultation and engagement

Effective engagement is core to the success of neighbourhood policing and to help build trust and confidence between the police and new and emerging communities.

Consider assessing what engagement activity is being undertaken by partners with new and emerging communities. Identify what general opportunities already exist within the force for the public to give their views, e.g. suggestion boxes, websites, public meetings.

Once a full picture of the community or neighbourhood is identified from the content of the neighbourhood profile you are then in a position to put some of the information into groups:

- geographical information of the community (boundary, size, population)
- demographic information (age groups)
- interest groups (parents, victims of crime, young people)
- communities of interest (service users, faith communities, LGBT communities)
- stakeholders (business, local authority, partner organisations)
Any engagement needs to be relevant to the people within the community, and organisations need to plan how they are going to manage expectations. A way forward is to undertake a review with stakeholders to identify different perspectives and expectations from communities by making use of past consultation exercises. This can lead to improved partnership working and further understanding, and lead to developing realistic expectations to support your organisation in managing community expectations.

Some initial questions to ask stakeholders are suggested below:

1. What do local groups and communities say they want?
2. How does this match your organisation’s experiences of what they want?
3. What are your organisation’s expectations of stakeholders?
4. How are these expectations managed?

Mapping engagement activity

It is important to have a good understanding of how your own organisation and partner agencies and stakeholders are engaging with the communities that you may wish to engage with. Firstly, map the agencies that you have involvement with, and the reason for the contact, as this will help identify any gaps.

The information gathered can then be used to map the engagement activity that is undertaken with different communities across stakeholders and partners to identify the methods used and the purposes of engagement.

By mapping what contact other organisations have with communities or groups of people that you wish to engage with you can identify opportunities for joint working, information sharing and avoiding duplication of effort. Additionally, it may provide ways of sharing effective practice on methods and approaches that have proved successful with particular communities or groups.

Not everyone will want to be engaged or feel the need to provide their views, so it is important to identify ways that provide communities the opportunity to participate should they choose to. Ensure information is available to inform people how they can become involved in influencing local policing priorities and the identification of issues or concerns.
Independent Advisory Groups (IAG)

An IAG is a group of independent advisors who are reflective of the diversity of communities and are able to advise the force on policies and procedures. An IAG can help to build trust and confidence within the community and the police to enable an understanding of the implications or affect of policies and actions on different communities within the force area. The role of the IAG in identifying and engaging with new and emerging communities is crucial, particularly due to the independent status of the groups.

Hertfordshire Police – Hertfordshire has long been a diverse county with many long established minority communities. There are robust mechanisms in place such as IAGs which have been established at a force and area level to inform strategy and policy in relation to ‘hard to reach/hear’ and minority groups. In order to assist with integration and cohesion of new and emerging communities the membership of the IAGs was extended to ensure these communities are represented.

The IAG participated in a joint agency approach to welcome new Polish community members to Hertfordshire by attending events and providing advice on the role of the IAG and how they could support newcomers in giving them a voice with Hertfordshire Police. The events were held in the evening and translators and refreshments were also available. Posters in Polish and English were produced and distributed in the local area.

South Wales Police – The Chinese community approached the local police in the Grangetown and Riverside area following some anti-social behaviour that was causing them concerns. The Chinese community already met regularly and the local police have established a PACT with them. The meetings have been used to dispel rumours and myths from what has previously been a suspicious community of the police, who had high fear levels regarding immigration and deportation. There was also a lack of confidence due to language skills. The force recognised that it was not communicating well and established a third party reporting process through a local Chinese supermarket. The community are now aware of this. Crime prevention leaflets have also been produced in Cantonese dialects relevant to the community, through the existing Home Office catalogue. The main priority that the local community identified was a lack of communication and South Wales Police believe they have improved this to the satisfaction of the local Chinese community.

The local police now feel they have a better understanding of the local Chinese community, and continue to build bridges. When officers attend meetings they do not wear any personal protective equipment, and meet in environments that are familiar to the community such as Chinese restaurants. There has been an increase in knowledge, the contact base has been improved and there have been improvements in the key individual networks (KINs).

Partners and Communities Together (PACT) meetings are intended to give members of the community an opportunity to highlight the issues that are having an impact on their quality of life and to assist in deciding which issues are dealt with as priorities. It is not a surgery to discuss individual issues or concerns. The meetings provide the community with the opportunity to get to know their local neighbourhood officers.
Tension monitoring and community intelligence

Tension monitoring provides a framework under which community intelligence informs policing. By keeping a check on evolving community dynamics and having a knowledge of what issues and incidents are impacting communities, the police service is better equipped to assess and mitigate the risks of serious incidents or disorder occurring and be able to manage the risks if they do occur. Community intelligence also facilitates a better understanding of how national and international incidents impact local communities in the UK.

The National Community Tension Team (NCTT) has promoted a specific model to assess community tensions. This model has a particular focus on community intelligence in terms of ‘how communities feel’ and therefore how they might react in terms of crime and disorder.4

Community intelligence derived from engagement can be used to mitigate and manage tensions within and between communities. The benefits of engagement in terms of involving communities in decisions that affect them should be further expanded through systematic tension monitoring which helps make policing more responsive to the needs of communities. Tension monitoring is the vehicle by which community intelligence can be used to inform the National Intelligence Model (NIM) process at the local, force and national level.

The NCTT produces a weekly national tension monitoring assessment (Operation Element) constructed from force tension assessments, key stakeholder information and open source information. These documents are graded as ‘Restricted’ under the Government Protective Marking Scheme (GPMS). The unit also produces Community Impact Assessments (CIAs) in response to events or scenarios past, present or future, where there is potential for national impact. CIAs are dependent on robust tension monitoring at local, force and national levels.

Influence: Key Points

- Neighbourhood teams need to provide different opportunities for the community to be involved in the identification of local priorities and issues
- Engagement activity should be mapped with partner agencies and the voluntary sector to ensure effectiveness
- Neighbourhood teams need to have a clear understanding of the local community through effective

Interventions

- **Interventions** – joint action with communities and partners to solve problems

For neighbourhood policing to be successful, solutions to problems need to involve the local community and partner agencies. Effective neighbourhood policing is not delivered in isolation. Once neighbourhood teams have developed processes for working with communities and partners, and agreeing on the local priorities that impact on communities, they should then work in partnership with communities, local authorities and third/voluntary sector organisations to develop effective sustainable solutions.

The key to effective solutions is collaborative problem solving which allows all stakeholders to:

- Engage in identifying issues and solutions
- Share information about victims, offenders and locations
- Work together to deliver joint sustainable solutions

**Cumbria Police** – A graffiti removal scheme is provided by the City Council. Police officers notify the council about graffiti and the removal is carried out by the Probation Service using offenders on community orders. Racist and homophobic graffiti is given a priority.

**City of London Police** – have experienced issues with individuals who have alcohol, drug and mental health issues, following an increase in European Union migrants. The police, Crime and Disorder Reduction Partnership (CDRP) and social services have identified a Church that is attended by Romanians. They have engaged with the Priest to gather information on the numbers who attend services, their issues and the needs of the community. A community organisation with experience gained from working with Eastern European communities has been used to support individuals access services. Regular audits are undertaken to identify needs and circumstances of individuals. Liaison with the Romanian Embassy and Consular Department has also proved effective and beneficial.
Interventions: Key Points

Effective Neighbourhood Policing requires collaborative problem solving with partners and local agencies

- Neighbourhood teams need to develop a good knowledge of local voluntary sector organisations that can also be involved in problem solving with new and emerging communities
- For problem solving to be truly effective it is important to take time to fully understand the issues of new and emerging communities
Effective communication is essential in the development and delivery of Citizen Focused Neighbourhood Policing. Providing answers includes keeping communities engaged and informed about progress being made towards dealing with identified priorities, including anti-social behaviour and crime issues.

Evidence shows that giving clear feedback to communities can help to drive up confidence and satisfaction with the police. One aspect of this involves providing feedback at the conclusion of any activity, including crimes detected and successful prosecutions. Feedback is also an important element of effective engagement, and increases people’s trust in the ability of the local police to deal with issues and concerns that matter to local communities.

Communication is particularly important when dealing with new and emerging communities to encourage them to raise issues with their local neighbourhood policing teams. This will also help manage expectations and can prove particularly useful to support new and emerging communities not only understanding their rights but also with increasing their trust in local policing.

Some communities may have had experiences which have led to a distrust of law enforcement organisations and therefore it is important to be mindful of this when developing communication messages.

**Golden rules of effective communication**

Despite the many benefits of integrated marketing communications there are also many barriers. Below are a few tips for ensuring effective communication that can be adopted with local communities and partner organisations.

1. Enlist senior management support for the communications planning process.
2. Have communications on the agenda for management meetings – whether annual reviews or creative sessions. Ensure all managers understand the importance of consistent messaging and brand management. Also ensure the communications team is joined up internally, and through the use of external agencies.
3. Ensure that brand guidelines are produced and used to maintain common visual standards for the use of logos, type faces, colours etc.
4. Focus on a clear marketing communications strategy. Have crystal clear communications objectives, clear positioning statements and link core values into every communication. Ensure that all communications add value to (instead of dilute) the brand or organisation.
5. Start with a zero budget and build a new but simple communications plan. Specify what you need to do in order to achieve your objectives. Link objectives to the corporate business plan. The budget is often less than you need, so prioritise communications activities accordingly. Identify the risks and communicate them to senior management.
6. Think customers and citizen focus. Wrap communications around the customer. Identify the stages they go through before, during and after a decision. Select communication tools which are right for each stage. Develop a sequence of communications activities to target the audience(s). Pilot these tools before rolling them out to ensure effectiveness.

7. Build Relationships. All communications should help to develop stronger relationships and foster goodwill. Do not forget relationship building with internal audiences and ensure that they are sighted and buy in to the communications programme and its objectives.

8. Develop an effective marketing information system which defines who needs what information and when.

9. Share artwork and other media. Consider how advertising imagery can be used in mail shots, exhibition stands, news releases and web sites. Stretch the boundaries in terms of innovation. A creative approach to a marketing problem will attain results and is likely to cost less.

10. Be prepared to change it all. Learn from experience and constantly search for the optimum communications mix. Test, test and test. Improve each year and monitor campaign performance through the setting of key performance indicators.

Leicestershire Police – in partnership with Leicestershire City Council have translated the Policing Pledge into Arabic, Bengali, Chinese Mandarin, Gujarati, Hindi, Kurdish, Polish, Punjabi, Romanian, Slovak, Somali and Urdu.

Victims of Crime

When dealing with victims of crime greater satisfaction in the police is achieved with communities through dealing with ‘process’ factors of the investigation, which include:

- Showing interest in what the victim is saying when reporting the crime
- Providing them with reassurance
- Keeping them informed of progress being made

Recent research shows that where there is a language barrier this can cause frustration between both the victim and the call taker, and later the attending officers. Therefore, deploying officers with appropriate language skills, or making use of interpreters or interpretation services may help to increase the satisfaction for victims whose first language is not English.

Norfolk Police – A Police Community Support Officer holds weekly surgeries at a company located in Norwich whose workforce is 80% Polish. Many of the employees also reside in the local area.
Lancashire Police – Operation Sea Quest was formed in the aftermath of the Morecambe Bay tragedy, Lancashire Police began Operation Sea Quest by establishing an action group with members from a variety of agencies – ranging from the Sea Fisheries Committee to the Coast Guard to the Department of Work and Pensions. The group then used an intelligence-led, cohesive approach to develop safe practices for cockle-harvesters. This has meant significant improvements to the safety of those working on the cockle beds, and to the quality of life for local communities.

Answers: Key Points

• Neighbourhood teams need to have effective communications plans in place to provide ongoing feedback to new and emerging communities on action taken to tackle priorities

• It may be more effective to work in partnership with local agencies and voluntary and community organisations to provide feedback to communities

• Communications plans should provide different ways for local communities to communicate and receive feedback

• Consider ways to measure increased confidence with new and emerging communities
New and emerging communities can easily become exploited by employers and employment agencies by being paid wages below the minimum wage, illegal deductions from salaries, confiscation of passports and personal documentation, long working hours and poor working and living conditions. Some migrant workers are unaware of their rights and have a limited understanding of employer’s responsibilities. In addition, young women and children can be deceived into travelling to the UK and this can result in becoming sexually exploited.

Limited, or a lack of, spoken or written English skills can be the primary reason for new and emerging communities becoming vulnerable to exploitation. This can start with a limited understanding of the systems and processes that apply within the UK (employment rights, legal responsibilities – insurance, driving licence etc).

Pay and Work Rights Helpline

The Department for Business, Innovation and Skills (BIS) has launched a dedicated pay and work rights helpline. BIS is committed to protecting and assisting migrant workers and raising awareness of their rights in the workplace. They have launched the Pay and Work Rights campaign, which embraces a number of activities specifically targeting workers from Poland, Slovakia, Lithuania, Bulgaria, Romania, Latvia and Bangladesh working legally in the UK. These groups face common barriers that deter them from enforcing the rights they are entitled to by law. Issues may often go unreported by migrant workers due to a lack of confidence in their English language abilities, or a fear that by raising a complaint they may lose their job.

The Pay and Work Rights (PWR) Helpline is a new free service where calls remain confidential and advisors are available in more than 100 languages.

Callers just need to let them know which language they need to speak in when calling. The helpline on 0800 917 2368 offers information and advice about five specific work areas:

- National Minimum Wage (NMW)
- Employment Agency Standards (EAS)
- Working Hours
- Gangmasters Licensing Authority (GLA)
- Agricultural Minimum Wage (AMW)

Previously, separate Government bodies were taking calls in each of the above mentioned areas of concern. Now lines have been unified to a single contact point that can deal with multiple complaints. This will help make the process of seeking information and registering a complaint faster, easier and straightforward.
Immigration Crime Partnerships

In March 2007, the Government developed the first cross-government strategy to enforce workplace standards which might otherwise be jeopardised by the exploitation of vulnerable adults. Through the creation of Immigration Crime Partnerships, which started in October 2007 and now cover over 80% of all police forces in England and Wales, the Government is combating the exploitation and abuse of workers, many of whom are migrants.

The UK Border Agency (UKBA) carried out 6,308 operations to tackle illegal immigration in 2007; 40% more than in 2006 when there were 4,504. In February 2008, they introduced new measures to tackle illegal working: a two-pronged approach to introduce a civil penalty regime for employers, together with a tough new offence of knowingly employing an illegal migrant worker. In 2008 they introduced a new civil penalty system, providing the UKBA with a speedy, effective and hard-hitting sanction against employers who ignore the law and employ illegal migrant workers. Where evidence of an offence of knowingly employing illegal workers is found, UKBA prosecution teams will initiate action. They are further strengthening their approach to protect all vulnerable workers, including migrants.

Employment Agency Standards Inspectorate

Employment agencies operating in areas other than agriculture and food processing are regulated by the Department of Business Innovation and Skills Employment Agency Standards Inspectorate (EAS).

They are strengthening the EAS by doubling the number of inspectors. The recent Employment Bill will also improve protection for agency workers so that infringements of employment agency regulations can be tried in a Crown Court. Revisions to the Employment Agency Conduct Regulations will give agency workers a right to withdraw from services provided such as transport, without suffering detriment.

The Vulnerable Worker Enforcement Forum, chaired by the Minister of State for Employment Relations, was established to examine the nature and scale of abuse of vulnerable workers rights, the adequacy of the enforcement framework, and to identify possible improvements. A report on the Forum’s work and the Government’s conclusions is available at www.berr.gov.uk/files/file47317.pdf
Strategic Migration Partnerships

These multi agency partnerships are funded by the UK Border Agency (UKBA) to support and develop regional migrant worker networks, support agencies and projects. There are a number of partnerships linked to regional development agencies currently: East Midlands, North East, South West, Wales, West Midlands, Yorkshire & Humber.

The Gangmasters Licensing Authority (GLA)

The Authority was established to end the exploitation of workers in the agriculture, horticulture, shellfish gathering and associated processing and packaging industries. The Gangmasters (Licensing) Act 2004, provides the GLA with the power to ensure the law is followed and that conditions are fair for workers and legitimate businesses.

The Trade Union Congress (TUC)

have produced a leaflet for people coming to work in the UK giving information about their legal rights to work in this country. The leaflet is available to download in the following languages: Czech, English, Estonian, French, Hungarian, Latvian, Lithuanian, Polish, Russian, Slovak, Spanish. For further information follow this link http://www.tuc.org.uk/tuc/rights_main.cfm#leaflets

The Health and Safety Executive (HSE) and the TUC have published a new safety leaflet, ‘Your health, your safety: A guide for workers’ provides information about safety rights at work which is translated into 19 different languages: Albanian, Arabic, Bengali, Chinese, Czech, English, Polish, Punjabi, Romanian, Russian, Slovak, Spanish, Greek, Gujarati, Pashto, Portuguese, Tamil, Turkish, Ukrainian and Welsh. For further information click on the following link http://www.hse.gov.uk/workers/hse27.htm

The Department for Innovation and Skills (formerly the Department for Business, Enterprise and Regulatory Reform) is taking action to raise awareness of employment rights and to enforce the National Minimum Wage (NMW) and employment agency standards. They have improved the information available to migrant workers, including a guide to employment rights in Polish, with guides in other languages being developed. A campaign in 2008 specifically targeted migrant workers, which had a high take up by migrant communities. A rolling programme of NMW enforcement is in place and is targeting all low-pay sectors in turn.
Conclusion

There are many challenges facing the modern police service today. Amongst the most important is to understand how an increasingly globalised world is impacting upon local areas and communities that live and work within them.

As forces are working to develop and embed their approaches to neighbourhood policing and make improvements in public confidence levels with the police, they need to ensure that equal importance is given to being able to identify new and emerging communities and engage effectively with them. Forces need to ensure that all communities are provided with the opportunities to:

- identify issues and concerns
- be involved in setting local priorities
- work collaboratively to solve problems
- be informed about any results from actions taken

Whilst providing new and emerging communities with the opportunities to raise their concerns and issues with neighbourhood teams, these teams may not be the best placed to fully deal with some of the issues raised by the community. This guide provides some practical case study examples and useful contacts to support neighbourhood policing teams in providing a citizen focused support to all the people and communities in their neighbourhoods.

The Citizen Focus Hallmarks can provide a process to enable forces to focus on quality. The four Citizen Focus Hallmarks and the detail for each are:

- **Understanding People**
  - Understanding the people a force serves
  - Understanding staff, and the internal culture of the force
  - Understanding partners, stakeholders and regulators and their differing influence, motivation and levels of co-operation

- **Understanding Services**
  - Staff understanding the force vision and values and their contribution to achieving them
  - Understanding the quality of the service expected and delivered from the public perspective
  - Staff understanding which services are provided by the organisation and the standards expected of them in developing and delivering them
  - Leaders and staff understanding how their area of work impacts upon the overall experience that individuals have with the organisation
  - Clarifying responsibility and accountability with partners to align services and make them as effective as possible
  - The public understanding which services the police deliver, how to access them and what standard of service they can expect
Designing Services

- Considering the actual or potential impact of services on people as part of the service design and review process
- Providing opportunities for staff, the public and partners to be involved in decision-making processes at appropriate levels
- Giving staff, the public and partners access to relevant information and the support necessary to be effective in their involvement
- Co-ordinating public engagement activity with partners
- Providing clear and accessible feedback to staff and the public on actions taken as a result of their involvement

Delivering Services

- Delivering adaptable services driven by public demand and priorities
- Encouraging and training staff to improve service delivery
- Agreeing service standards with the public, partners and stakeholders and achieving them
- Evaluating the effectiveness of service delivery from the public perspective
- Including a wide range of partner agencies in delivery

Being citizen focused is central to ensuring communities remain confident that the police service will protect them and deliver effective services. The Citizen Focus Hallmarks have been produced to help forces plan, deliver and evaluate the services that they provide to ensure improvements to the delivery of policing are influenced by the public and enhance the experience and perceptions that people have of the police.

For more information on the Hallmarks visit www.neighbourhoodpolicing.co.uk.
Useful Information

Association of Labour Providers (ALP)
The Association of Labour Providers is the trade association for organisations that provide and use temporary, contract and seasonal workers within the food, agricultural and other Gangmaster Licensing Authority (GLA) sectors. The ALP website also advertises worker vacancies and has a reporting malpractice section. There are close links between the ALP and the GLA. Website: www.labourproviders.org.uk or Tel 01276 509306.

Gangmasters Licensing Authority (GLA)
The Gangmasters Licensing Authority was established to end the exploitation of workers in the agricultural, horticultural, shellfish gathering and associated processing and packaging industries. The mission statement of the GLA is to safeguard the welfare and interests of workers whilst ensuring labour providers operate within the law. They provide information to workers, labour providers and labour users. Information for workers is available in 15 different languages including English, Romanian, Polish, Hindi and Bengali. Contact details are: email: enquiries@gla.gsi.gov.uk or Tel: 0845 6025020.

Health and Safety Executive (HSE)
The Health and Safety Executive shapes and reviews regulations, produces research and statistics and enforces the law. It provides frequently asked questions and myths of the month, podcasts, publications and case studies. Contact can be made with the HSE in 9 different languages including Gujarati, Chinese and Welsh. For further information visit the website here.
Improvement and Development Agency (IDeA)

The Improvement and Development Agency for local government managed the Migration Excellence Programme which was commissioned by the Communities and Local Government Department (DCLG). The programme was designed to identify existing migration status and build sector expertise and capacity in local government and associated sectors.

The website provides considerable information on migration in addition to a good practice guide and self-assessment checklist which can be accessed at www.idea.gov.uk/migrationguide. Other migration resources which may be useful include: Local area agreement toolkit: migrant workers, refugees and asylum seekers; Communiqué – a mini good practice guide to communicating effectively with migrants; ‘Understanding and monitoring tension and conflict in local communities’ – a practical guide for local authorities, police services and partner agencies. Further information is available on the migration excellence programme by clicking here.

Office for National Statistics (ONS)

The Office for National Statistics provides relevant information through the UK National Statistics Publication Hub (http://www.statistics.gov.uk/hub/). It was recently updated to enable browsing by theme and region.

National Community Tension Team (NCTT)

The National Community Tension Team is an Association of Chief Police Officers (ACPO) unit monitoring community tension issues across the UK and acting as a point of liaison and assistance for both police bodies and external organisations.

The email address and contact number for the unit is Tel: 0207 084 8776, email: nctt@acpo.pnn.police.uk

Serious and Organised Crime Agency (SOCA)

The Serious Organised Crime Agency is an Executive Non-Departmental Public Body sponsored by, but operationally independent from, the Home Office. SOCA is an intelligence-led agency with law enforcement powers and harm reduction responsibilities. Harm in this context is the damage caused to people and communities by serious organised crime. SOCA will work closely with the police on intelligence and operations to ensure that there is an effective link between SOCA’s efforts to combat organised crime at a national level and the work being done by police forces at a local level. Further information is available at http://www.soca.gov.uk/

Trade Union Congress (TUC)

The TUC is the voice of Britain at work. They campaign for a fair deal at work and for social justice at home and abroad. They negotiate in Europe and at home and build links with political parties, business, local communities and wider society. For further information visit www.tuc.org.uk
UK Border Agency (UKBA)
The UK Border Agency is responsible for securing the United Kingdom borders and controlling migration. They manage border control for the UK, enforcing immigration and customs regulations. They also consider applications for permission to enter or stay in the UK, citizenship and asylum. The UKBA website provides information to those travelling, studying or working in the UK (http://www.bia.homeoffice.gov.uk/)

The Upper Room
The Upper Room is a registered charity dedicated to the relief of poverty, suffering and social disadvantage working with the vulnerable, marginal and homeless of West London. All its services are free and the common theme is “feeding communities in need”.

The Upper Room is particularly interested in working with guests to curb addictions, sustain housing and maintain healthy relationships. They recognise that an increasingly large group that needs help is migrant workers. There are three Upper Room projects at the moment: UR4Meals, UR4Jobs, UR4Driving. Website www.ur4jobs.co.uk
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Serious and Organised Crime Agency (SOCA)
South Wales Police
Suffolk Police
Wiltshire Police
Working with faith communities
Foreword

This guide is one in a series produced by the National Policing Improvement Agency (NPIA) Citizen Focus and Neighbourhood Policing Programme Team aimed at increasing engagement with the public.

The guide is designed to support Neighbourhood Policing Teams and partners to work more closely with faith communities at a local level. It will support you in identifying and addressing the specific needs and priorities identified by faith communities within a wider neighbourhood policing engagement strategy.

Faith communities undertake a wide variety of activities in communities, either linked to places of worship or through organisations and projects. They are important contacts within our neighbourhoods and provide local support within communities.

Evidence so far from the Citizen Focus and Neighbourhood Policing Programme shows that three key factors improve community confidence and lead to neighbourhoods becoming safer as well as communities feeling safer:

- Increasing police visibility
- Engaging with local communities to identify their concerns and priorities
- Working with local communities to solve the problems that matter to them.

The examples outlined in this guide have been provided by forces and organisations and are used for illustrative purposes only. Unless otherwise stated they have not been formally accredited, assessed or evaluated by the NPIA.

We hope that you find the guide helpful and informative. If you have any comments about the guide or further case studies or examples for consideration, please contact us using the details at the back of the guide.
Introduction

Faith groups as key contacts within communities

Neighbourhood Policing Teams (NPTs) have quickly established themselves as an integral part of operational policing across England and Wales. Neighbourhood policing is about engaging with local communities to identify their concerns and priorities, increasing police visibility but also, and crucially, working with local communities to solve problems that matter to them.

The focus of this document is to work with groups linked to religious traditions. It is recognised that there are people who hold non-religious beliefs and NPTs will, of course, also wish to find ways to work with those who do. ‘Faith’ includes religion and philosophical belief. Faith groups are key contacts within communities who meet regularly for organised worship as well as to undertake activities of benefit to the wider communities. Within most communities are places of worship, often providing the bedrock of community services in a local area and providing a key focal point for the local population.

However, although many faith communities primarily express their faith at a particular place of worship, many groups will assemble in buildings that do not look like faith centres. There are many examples of structured projects that have been set up by faith groups to benefit their wider community, as well as faith-related organisations and projects not linked to places of worship.

A national drive to encourage joint working – an evidence-based approach

The government has a firm commitment to Build a ‘Big Society’ which involves giving citizens and communities the power and information they need to engage and solve problems together. This includes faith communities. In addition, Louise Casey in her report Engaging Communities in Fighting Crime highlighted the importance of the police working alongside the public to tackle crime.
“Tackling crime is not a job for the police alone. Nor is it just for the police, local government, criminal justice system or other public services acting together, important as that is. The role of the public is equally if not more important.”

Louise Casey
‘Engaging Communities in Fighting Crime’

Building trust and confidence
It is vital that the confidence of people from all sections of the community is improved so that we can be in a better position to understand and deal with the issues that affect them the most.

There are many ways that NPTs are starting to break down some of the barriers in order to build confidence in communities. They have built strong relationships with many individuals and community groups, and are involving people in identifying what matters to them locally. There are, however, other methods for reaching deeper into communities that NPTs can further develop by working more closely with faith communities.

NPTs can tap into the rich community resources provided by Churches, Mosques, Synagogues, Temples and other places of worship as well as faith-related projects and organisations not linked to places of worship. It is important to consider that faith communities form part of the wider voluntary sector and, as such, represent views of different parts of society. NPTs can benefit from the numerous structured projects that faith groups have established both locally and nationally.

Potential benefits of NPTs and faith groups working together
Working with faith communities can be beneficial for a number of reasons, including:

• Providing a means of reaching communities and people who may otherwise be missed
• Already being organised and often with a structure in place
• Providing services to the community
• Providing premises that could be used for meetings and invitations to services/events there
• Developing faith-sensitive approaches to common issues
• Providing a resource of skills that the police may find useful
• Providing volunteers to work on projects to tackle crime.

NPTs can help faith groups by:

• Identifying their issues and priorities, dealing with them and giving them feedback
• Providing specific advice on issues of concern
• Bringing faith communities together to address common issues and problems.
Practical ways that faith communities can work with NPTs

- **Assisting the Police**: By having an ongoing relationship with faith groups they may report crimes including religiously aggravated incidents and faith crimes. Faith communities can also provide a voice for those who are unlikely to approach the police themselves.

- **Volunteering**: Faith communities may wish to volunteer by joining Neighbourhood Watch schemes, being a community volunteer, a Police Support Volunteer or a Special Constable. Schemes such as Street Pastors and Redeeming our Communities can also provide a formal way for faith communities to volunteer.

How NPTs can support faith communities

- **Enabling more visible and accessible policing** – regular contact with the same local officers.

- **Giving a better say** – with more effective ways of identifying and responding to what local faith groups see as priorities.

- **Holding people to account** – faith groups will know exactly who is responsible for tackling crime in their area.

This guide will address the issues relating to faith groups by applying the general principles of Neighbourhood Policing and using it as a framework structure:

- **Access** – making initial contacts with faith groups wishing to work to tackle crime in their communities

- **Influence** – encouraging faith groups to work alongside the police and highlight issues of concern to them

- **Interventions** – providing targeted and controlled responses in collaborative partnership with faith communities

- **Answers** – providing sustainable solutions to problems and feedback on results

There are sometimes concerns expressed about working with faith groups on the basis that these groups may see engagement as a chance to proselytise. It is important to be clear when working with faith communities that the focus of partnership working is a shared concern to work for the good of the local community. Police should respect the independence and separate sphere of faith groups with which they work but have no engagement with the doctrinal or worship dimension of these (unless invited to address a congregation in a suitable place of worship).
Access

Making initial contacts with faith groups wishing to work to tackle crime in their communities

Neighbourhood teams need to be visible, accessible, locally known and knowledgeable in their geographic area. The first step to achieving this for local faith communities is to map the profile of your areas in terms of places of worship as well as organisations and projects and add to your Key Individual Networks (KINs).

It is important to note that many people of faith do not regularly attend a place of worship on a regular basis, if at all. It is therefore important that NPTs also try, wherever possible, to map faith-related organisations and projects operating away from places of worship and those who attend them. Women and young people in particular may not always be immediately accessible through places of worship but may attend faith-related projects instead.

It is important to ensure you are accessing all elements of faith communities.

Diversity within Communities

It is important to note that most faith traditions have a considerable degree of internal diversity. This is both in terms of doctrinal perspectives but also other factors such as national origin or ethnic background of members. You may wish to check the denomination of the faith groups in your neighbourhood particularly if you are encouraging joint work across denominations and faiths and be aware of any issues. You may wish to add their particular denomination to your KINs database to build a better understanding of your neighbourhood. It is also important to be aware that some groups self-define as part of a major world faith tradition but are not seen as part of this by “mainstream” members. This can be particularly important to be aware of if you are putting together an event or consultative forum. If in doubt, take advice from the national faith community umbrella organisations (contact details can be found on the website of the Inter Faith Network www.interfaith.org.uk).

Bear in mind that police may convey legitimacy to organisations merely by consulting them. Officers should consider how engaging or consulting with only one particular denomination might affect relationships within faith communities (and to non-faith communities). It is always best to seek advice from a person with specific knowledge of the denomination or sect with which you are dealing.
NPTs need to be aware that much of the leadership of faith communities can be male and drawn from older men in particular. Whilst links with places of worship, which often have this traditional religious hierarchy, is essential, it is equally important that NPTs engage with faith communities operating away from the places of worship structure. This should enable increased engagement with women and younger people in particular.

**Mapping places of worship, organisations and projects in your area**

Any mapping work should link to your NPT engagement plan based on the Basic Command Unit (BCU) engagement strategy and linked to your neighbourhood profile. It is important that any community engagement work the police are doing dovetails with local authorities’ neighbourhood engagement arrangements. As we move towards a neighbourhood management approach it is important that BCUs and, at a local level NPTs, work together with other partner agencies to avoid duplication of effort.

Local authorities and police authorities may hold information about formal networks, organisations and places of worship which can be accessed by neighbourhood teams. There may also already be a local council of faiths or inter faith forum. You can find email details of these bodies on the website of the [Inter Faith Network for the UK](http://www.interfaithnetworkuk.org.uk), the National Association for Voluntary and Community Action, can also provide details of local volunteering umbrella groups which can link you with many faith-based community activities.

There may also already be a formalised multi-faith group run by the Local Strategic Partnership or council that you could tap into. However, it is essential that you make the effort to make regular contact with all places of worship on your patch.

You might want to supplement work with local places of worship by making contact with your force lead officer for faith and/or community engagement (if there is one) and any Faith Liaison Officers in the first instance, as they can link you with any force-wide representatives on existing forums such as Independent Advisory Groups or multi-faith partnerships.

Bear in mind the contacts you may have internally already in your force. For example, officers responsible for learning and development may already have community contacts. Many forces also have Confidence and Equality Networks or equivalent meetings with community representatives.
Making contact with places of worship in the neighbourhood

Where possible, make contact with as many places of worship in your locality as possible. NPTs should have at least one key contact at each place of worship and seek to develop an ongoing relationship with different types of people at those venues. Religious premises are often at the centre of communities. For example, Mosques often provide facilities for education, eating and drinking, and residence for staff. It is important not to inadvertently cause offence at places of worship. Treating people with respect and being considerate will go a long way to help developing trust and confidence in the police. Some practical guidance on operations within places of worship can be found in the Annex.

There are things you should bear in mind when dealing with religious venues:

- Whether a relevant religious holiday is taking place: ensure your NPT has a faith calendar outlining all relevant festivals and holidays and check it regularly (Links to a faith calendar can be found under the Resources section)
- Whether there are dress codes for those visiting the premises
- What may be the appropriate times to engage with the wider congregation
- Check with the force faith lead officer (if there is one) about any force-wide work that your NPT may be able to link in with
- Try to make yourself aware of any planned police operations linked to venues to ensure that the trust and confidence of groups are not diminished.

ACPO’s Guide to Police Activity at Religious Premises provides some information on how police forces should plan for operations in which places of worship are affected. NPTs may have a role to play in ensuring the trust and confidence of faith groups are not diminished due to behaviour of other officers as part of a targeted operation.

- Liaise with the single point of contact at the place of worship to discuss cultural issues that may cause offence

- Faith communities may use religious language or language that may be unfamiliar to officers. If you are uncertain about the meaning or significance of particular language you should politely ask for clarification.
Developing partnerships between NPTs and faith groups

The key to building a successful long term relationship with faith groups is to build up trust and confidence

- Encourage Churches, Gurdwaras, Mosques, Synagogues, Temples, etc. to link up with their counterparts in the area to avoid duplication of effort or projects and help better coordinate work taking place

- Encourage places of worship, organisations and projects to nominate a single point of contact to establish a relationship with the NPT and understand each other’s role. Ensure that you explain the difference between the various roles including Police Officers, Police Community Support Officers (PCSOs), Special Constables, other support staff and volunteers

- Be appropriate and sensitive with your use of language and expect the same in return. The key to working with faith communities is to respect their diversity and for them to show respect for you irrespective of age, disability, gender, race, religion, sexual orientation or elements of diversity

- Encourage faith groups to volunteer on crime reduction activities

- Ensure you provide feedback on a regular basis.

Merseyside – Wavertree

The Wavertree Frontline Church has a very active working relationship with its local NPT is a cell-based Church, which has a congregation of around 1,300. It provides a wide range of activities for its members and the community and regularly hosts youth events known as Space. The Neighbourhood Inspector is in regular contact with the Pastor and the Church is ‘open’ to police officers and PCSOs who regularly hold surgeries there and get involved in joint projects and events such as fun days for the local young people.

There is recognition that the Church is a local centre of knowledge and has a range of support to offer the community, which is driven by a commitment to crime reduction and social transformation.

Thames Valley – tackling antisocial behaviour

Following issues of antisocial behaviour and criminal damage by young people in the town of Crowthorne, the local PCSO worked with the Methodist and Baptist churches in Crowthorne to set up a film night with free pizzas and refreshments. The two churches catered for different age groups on Friday nights and up to 40 young people attended each week. Summer activities were also established, supported by a collective of churches, and this led to churches setting up HOPEZONE, a weekly drop-in service offering support, gaming equipment and snacks to local young people. This proved popular with up to 100 youths attending regularly.
Engaging with local faith communities

Engaging with local faith communities can mean providing the opportunity for them to participate in policing at their chosen level, to identify their concerns and, where appropriate, decide on – and participate in – solutions. Ideally, the police should make first contact rather than expecting faith communities to contact them.

Effective engagement requires some forward thinking in terms of:

- Finding the right time to make contact with a place of worship and those who attend it as well as with faith communities who do not attend places of worship but who may provide or access projects and activities.
- Ensuring that all participants of the place of worship, organisation or project are involved.
- Setting up an appropriate mechanism for engagement – initially through a single point of contact.

You will not generally be in a position to commit funding to faith-related activities. It is important to note that, should funding be available for commissioning, you may not be able to commit expenditure which might be thought of as promoting one faith over another. Commissioning decisions should generally be left to the Basic Command Unit and/or Crime and Disorder Reduction Partnership (Community Safety Partnership in Wales) and you should refer any funding-related issues to them.

More information about this and relevant equalities legislation can be found on the Equality and Human Rights Commission’s website (www.equalityhumanrights.com) and from ACAS (www.acas.org.uk).

Nottinghamshire – providing youth services through Churches Together

Over the summer months it was observed that youth crime and disorder in the Arnold area of Nottingham was always lower on Wednesday evenings than other days of the week. The reason for this appeared to be that one small, independent Church was running a “free pizza” night at the local community centre – with no strings attached. The local Inspector began to wonder, if one Church could do this then what could all nineteen Churches in the Arnold area do – and how could the Police and Church work together to address youth crime and disorder? Representatives from all 19 Churches met and arranged a workshop where a number of ideas were drawn up – and ‘Police and Churches Together’ was born.

Since then youth work across the Churches has been better coordinated through a monthly Coordination Group and a catalogue of Church youth provision where a surprisingly high number of activities were outlined – 57 activities and clubs (22 of which were mid-week). A Christian youth worker was employed and Youth Drop In Centre established run by local volunteers.
Working with faith communities

Avon and Somerset - Mosque Initiative

The Mosque Initiative which started in March 2008 involves the engagement of nominated PCSOs from Bristol NPTs with the 10 Mosques within the Bristol BCU area. This allows regular contact between the police and the Muslim community helping to build greater trust and confidence between both communities and also recognising the role of the Mosque within the community.

This has proved very successful and in January 2009 the scheme was expanded to include the Mosques in Bath, Taunton, Yeovil and Weston-super-Mare using PCSOs from the respective NPTs across the force. These nominated PCSOs have received additional training in Islamic and Muslim cultural awareness.

Recently the female PCSOs were issued with headscarves to wear inside the Mosque as part of their community engagement and as a form of respect.

Nottinghamshire – Faith Watch

Faith Watch brings together representatives of numerous faith groups. The police and faith groups communicate regularly and aim to increase reassurance and awareness across faith groups and improve understanding between members. Groups share information with the police which may be of use in preventing and detecting crime.

The group has contributed to a number of policing initiatives and practices which has led to improved links between local police officers and faith groups. There has been increased reporting of hate incidents following posters being displayed at places of worship, reassurance messages and patrols from police to faith groups following serious incidents and faith group contact details being provided to police custody suites in case offenders wanted to speak to a faith leader.
Engaging a wide spectrum of people of faith

At places of worship, although it is important to have a single point of contact – e.g. with the Imam of a local Mosque or Rabbi of a local Synagogue, it is important that teams are aware of the internal arrangements of certain places of worship, such as committees, as well as ensuring that all issues and concerns of members of the place of worship are taken on board. For example, a Mosque may hold a women’s group on a particular day that may welcome the input of an NPT.

Remember that you should also be working with faith-related organisations and projects that are run externally from places of worship where people of faith who do not attend formal places of worship can be contacted. There are many support groups for people of faith outside of places of worship and you should try to get to know these in your area and develop an ongoing relationship with them.

Finding mechanisms for engagement

Teams may wish to use a mix of engagement processes after identifying key contacts in their areas. The range of mechanisms include:

• Face-to-face contact at places of worship, faith-based organisations and projects
• Local events/meetings (organised by people of faith)
• Various forums and partnerships
• Formal projects (e.g., Street Pastors) coordinated at a local level by faith groups
• Voluntary organisations
• Community newsletters
Inter faith involvement and events

At a BCU level you may wish to bring together a number of faith groups to look at ways of working together. This will already happen in terms of Independent Advisory Groups. However, there are other ways of engaging multiple faith groups such as organising a force-wide event to kick-start further joint working in terms of local projects.

Staffordshire – United by Faith event

Staffordshire was keen to develop relationships with faith communities, churches and other places of worship and organised the ‘United by Faith’ event in October 2009 which they invited members of all faiths to.

The event aimed to provide a starting point for improved engagement with faith groups across the county to enhance the effectiveness of community problem solving activities. A pack was sent to delegates following the event highlighting how they could work more closely with their neighbourhood policing teams and more effectively engage and work in partnership into the future.
Nacro (2001) outlined a number of first principles and rules of etiquette if organising an inter faith (and single faith) gathering or event:

- Be clear what you want from the communities and why. How can they respond?
- No single faith should dominate a truly inter faith gathering. Although there may be sensitivities between faiths, and denominations within faiths, the aim should be inclusivity.
- In a single faith gathering, no one denomination or strand should exclude the other. One example is Christianity, where Catholics and Anglicans may often predominate in numbers, but smaller denominations such as Methodists, Presbyterians, United Reformed, Baptists and others all have valuable contributions. The same applies to all faiths.

Practical considerations include:

- Being sensitive about times and seasons. Days to avoid for inter faith events depends on the demographics of the area. You may wish to avoid days during or immediately following main religious periods when people will be busy in ceremonies or tired from the extra work involved. (However, if an external inter faith event is organised and you are invited to attend you should accept as this is an excellent way to develop links in the community.) You can download a faith calendar using the links outlined under the Resources section.
- Ensure that hospitality is acceptable to all (i.e., everyone can eat or drink at least some of what is available, food is clearly labelled and that you do not make assumptions about what people will want to eat or which food types are placed with each other).
- Food provided by the faith community itself can be the best way of ensuring that dietary requirements are met.
- Ensure space is allocated for people to withdraw and worship or reflect if they need to.
- Not everyone can know everything about all faiths but preparation and research can help you learn more about the faith communities you serve. (Your force may have a faith engagement guide or check the Resources section).
- Use neutral venues for meetings or move around different faith community venues.
Bedfordshire – Inter faith cricket match

The cricket match is held between Bedford Council of Faiths and Luton Councils of Faith versus Imams and Clergy from St Philips Centre, Leicester. The event provides a fun family day, a place where people can make new friends, learn about other faiths and cultures in a relaxed atmosphere and share experiences of faith-led projects. Informal games and coaching sessions are held for young people throughout the day.

Warwickshire – Faith trail

Warwick District Faiths Forum brings together faith representatives who work together on a voluntary basis to establish a better understanding and cohesion between areas of faith subsequently leading to better relations. Representatives from the Police and other partner agencies actively work on community projects together. Police and faith groups recently worked together in the community when a faiths trail was organised to visit places of worship. Police, faith leaders and other community members learned from each other and were seen together which helped improve relations and understanding.

Inter Faith Week

The first national Inter Faith Week took place in November 2009 organised by the Department of Communities and Local Government in partnership with the Inter Faith Network for the UK. It was faith community led with organisations around the country holding events – from art exhibitions to inter faith seminars; football matches to pilgrimage walks to bring major faith communities, as well as those with no religious beliefs, closer together.

Inter Faith Week aims to create more opportunities for people of different faiths, including young people, to explore how their faith helps them understand and respond to challenges and, through this, build a stronger society.
Influence

NPTs need to develop processes for working with local faith communities to agree the top priorities for action, whether working with individuals, local organisations or places of worship.

It is essential to manage expectations in terms of what the police expect from faith communities and what faith communities expect from the police, including neighbourhood teams.

There is anecdotal evidence that some faith communities may not report crime because they do not feel they will get the desired outcome from the criminal justice system. In developing local strategic and operational plans, BCU commanders need to ensure that they have equipped local faith communities with appropriate methods of engagement and processes for involving them in priority setting and problem solving. Once these are in place and confidence builds, joint approaches to tackling crime can take place.

Staffordshire – informal resolution to crime due to confidence in the police

Local youths were causing criminal damage to St Chad and St Mary Church in Longton. Having built up a good working relationship with the local NPT, the Father engaged the team to find a solution to the problem. The Father did not want the young people to be charged. He worked alongside the Neighbourhood Beat Officer to resolve the problem informally due to the good relationship with the police. The young people wrote a letter of apology to the Father and hand delivered it to him. There have been no further problems with the youths.

Involving faith organisations and networks

Across the country there are local organisations which provide support and enable networking for faith communities.

BCU Commanders and neighbourhood teams should make such organisations part of their Key Individual Networks (KINs) and involve them in setting local priorities. Some organisations may have resources that can help in tackling the priorities and will welcome a joint approach to problem solving.

For specific policing operations, Community Impact Assessments are often used in order to mitigate adverse community impact. This should not be necessary in your regular dealings with places of worship.
Interventions

There are a number of ways that NPTs can engage with faith groups, through places of worship, organisations and projects.

National programmes of work involving faith groups

There are a number of programmes that are coordinated nationally or independently of the police that NPTs may wish to link to. In all cases it is important to discuss with your BCU prior to moving forward with these programmes to ensure that any activities have the force’s approval.

Many of the examples given below are linked to NPTs, providing benefits to communities at the neighbourhood level.

Street Pastors

The Street Pastors Schemes are an inter-denominational Church response to neighbourhood problems.

They enable volunteers from Churches to receive training and engage with people on the streets in night-time venues to care, listen, and help in practical ways. Street Pastor schemes now have more than 4,000 trained volunteers and operate in over 170 locations in the UK.

Typically Churches in an area come together and express an interest in Street Pastors. A management group is set up and a coordinator identified. At least four Churches need to be involved in each scheme. Volunteers are recruited from local Churches. References are obtained from their Church and volunteers are provided with 12 days of training in two or three blocks.

After the first block of training, volunteers can go out on the streets. Each volunteer receives a uniform (to help distinguish them from statutory authorities) and commits to going out on the streets at least once a month.

Leicestershire’s Street Pastors gave 37,440 hours of visible patrol and recovered 2,000 discarded hazardous materials (e.g. bottles) from the streets during 2008/09.

Exact times depend on the local situation, but volunteers normally go out at the weekends between the hours of 10pm and 4am, usually in areas known to have regular social disturbance. They are supported and organised by a coordinator. The initiative is essentially taking the care and concern in Churches out on to the streets. Street Pastors patrol in pairs, with a minimum of two pairs operating together at any one time. Each volunteer carries a mobile phone for safety and as they walk, they talk and engage with people informally on the street, offering a sympathetic and non-judgemental ear.
Lancashire – Muslim Street Pastors (‘Yusuf Project’) proposal

The Ascension Trust, following a request from Lancashire Police, scoped the possible development of the Street Pastors’ concept for the Muslim community in Burnley. They are now considering setting up a pilot project.

It is clear that the Street Pastors concept could not simply be ‘imported’ into a very different context, but would need to be suitably adapted if there was a desire to run a similar project. With the approval of Abdul Hamid Qureshi, chair of Lancashire Council of Mosques, broad engagement with Muslim communities took place to look at the principles behind the Street Pastors project and how these could be adapted for Muslim communities.

Several issues would need to be considered in order to roll out a scheme including: ensuring ‘lay people’ rather than Imams were involved, the role of women, motivation of volunteers, the name of the project (‘Yusuf Project’) and ensuring all Muslim communities were engaged, the shame based culture, the location of volunteers (i.e., not in town centres), and the recruitment of volunteers. The need for a Steering Group to be established has been identified.

If you want more information about this proposal please contact the NPIA using the details on the back page.

Leicestershire – Street Pastors

Margaret is a coordinator for the Street Pastor scheme currently running in Leicester City Centre, one of nine running across Leicestershire. The City Centre Police Team were approached by Margaret and her colleagues who had identified a potential gap in support for people in need of assistance or otherwise vulnerable through homelessness, alcohol or drugs, and offered to provide a Street Pastor service.

Every Friday and Saturday night until the early hours of the morning, Street Pastors are present on the streets and provide on-the-spot assistance and guidance. For example, young people who may be unused to the effects of alcohol and the dynamics of the night time economy are given help to ensure that they reach home safe and well. Funding has been obtained to give flip flops to young women who might be having difficulty with inappropriate footwear at the end of the night, thereby preventing them from having to walk barefoot and risk injury. Street Pastors have also helped to mediate in alcohol fuelled disputes, between friends and partners, and have prevented assaults and injuries.

A testimony of the effect of Street Pastors was made by a city centre Sergeant who said: ‘When I first became aware of them, I was sceptical and thought that they would hinder rather than help. Having seen them in action, they do a fantastic job and have made a real difference to Leicester City Centre.”
School Pastors

School Pastors, linked to the Street Pastors concept, aim to limit the potential of anti-social behaviour or bullying at the end of the school day. School Pastors encourage and promote interventionist action with the aim of breaking the cycle of anti-social behaviour, drug activity and most importantly working with students to remove barriers to learning.

Metropolitan Police (Barking and Dagenham) – School Pastors

In Barking and Dagenham School Pastors mentor young people within a school setting who have been failing in school due to anti-social behaviour, family life issues, health issues or disabilities. This includes mentoring gang members who are at the end of the school pastoral care system and are ready to be placed in the borough youth referral unit or being expelled from education system. School Pastors also patrol in potential anti-social hotspot areas accompanying children as young as five who walk home from school in after school patrols. The patrols have been deemed an effective way to tackle anti-social behaviour at the end of the school day.
Redeeming Our Communities

Redeeming Our Communities (ROC) is a programme of work that brings together large numbers of Christians of all denominations to work together alongside the police and other local partners to tackle crime in local areas.

Established by the City Links charity, it has mobilised thousands of Christians to work with local police teams. ROC acts as a coordination role by linking churches together with the aim of transforming communities through prayer, action and partnership.

ROC has developed guidelines giving practical information on how Christians can get involved in their communities and link with the Police.

One of the basic tenets of ROC is simply to say thank you to police officers for the work they do on behalf of the community. They encourage people to put up posters in places of worship outlining their support and invite police teams into a service to thank them directly. They also pray for police and demonstrate their support for the work the police undertake.

“The motivation of programmes such as Redeeming Our Communities is not about converting police officers or members of the public to a particular faith but to empower people of faith to build a partnership based on trust with the Police. This is a natural extension of the goodwill of people of faith to do good in their community and to make the best use of the resources already in communities, such as Neighbourhood Policing Teams, to build a relationship.”

Debra Green
‘Founder – City Links’
In areas where ROC has encouraged work in partnership with the Police, there has been recognition of how beneficial this work can be.

City Links have developed a 10 City strategy which involves them focusing on the following areas over the coming months and years: Birmingham, Cardiff, Carlisle, Leicester, Liverpool, London, Manchester, Newcastle, Nottingham and Sheffield.

ROC has Area Coordinators across the country. For more information look at the City Links website. City Links has recently introduced ROC Conversations to ensure partnership work between NPTs, churches and other statutory agencies.

**Merseyside – Redeeming Our Communities**

In June 2009 Merseyside hosted a Redeeming Our Communities Event at the Liverpool Echo Arena which over 4,000 people attended. Whilst it was a Christian-led event, members of all faith groups were welcome to attend. Attendees included the Chief Constable, the majority of the Association of Chief Police Officers (ACPO) Team, members of the Police Authority and all neighbourhood policing staff alongside Church and faith leaders and community members from across Merseyside.

The aspiration was that this initial work would lead to faith communities and neighbourhood teams working together to tackle a whole range of anti-social issues, from gun crime and drugs to vandalism and graffiti. Future ‘road shows’ are planned across the country.

The evening was very successful with partnerships being forged at both strategic and local levels. The force received positive feedback from a broad base of faith groups, not only the Christian community.

A follow up event is already scheduled for 2011 and neighbourhood policing staff have been informed of the corporate expectation that they will be required to showcase their engagement with faith groups at this event. All of the above will build upon the positive relationships already in place.

**Greater Manchester – ROC Conversations**

City Links is now encouraging ROC Conversations in each of the 12 Greater Manchester Police divisions. These will build on the work kick-started by the ROC events by giving time for conversations between neighbourhood police officers, Church leaders and activists.

Each Conversation involves a road show including a short presentation of the vision and examples of local projects with a brainstorm of ideas for new projects – offering everything from simple ideas that any individual can do through to bigger collaborative projects involving groups of Churches working together.
Prevent

The Prevent programme aims to provide a joined up approach across the public sector to prevent violent extremism in order to help build stronger, safer communities. It focuses on ‘vulnerability and risk’ rather than criminality and aims to prevent people from becoming (or supporting) violent extremists.

Prevent Engagement Officers (PEOs) can be found in some forces. Many have made strong links with Muslim communities and can provide a strong link between them and NPTs.

There are examples of PEOs notifying NPTs of hate crimes and acts of damage against Mosques and other places of worship. Where links between PEOs and NPTs are strong, NPTs have asked PEOs to help engage Muslim communities, help with translations with Muslim victims of crime, work together on issues relating to Prevent and link teams to local Imams who have provided Islam awareness training for local police.

Thames Valley - Prevent Engagement Officers

In Thames Valley a Prevent Engagement Officer (PEO) has worked with NPTs to help build relations between the Muslim community groups and the local NPT. Following the conversion of a pub into an Islamic cultural centre the property was subjected to criminal damage. The local Muslim community informed the PEO of this as they did not feel comfortable reporting directly to the police at that time. The PEO approached the NPT which arranged for PCSOs to carry out high visibility patrols and the criminal damage stopped. This helped to build trust and confidence between the local Muslim community and the NPT and there now exists a two-way conversation between them.

A Reading PEO was approached by South Street Mosque after a woman entered the Mosque and verbally abused local Imams and committee members. The PEO convinced the Mosque committee to report the offence officially, followed shortly by an arrest being made. The PEO worked very closely with the NPT, organising times and dates for both PEO and NPT to attend the Mosque to introduce themselves and to take statements. The Mosque has started to trust the police more and has spread the word to other Mosques in Reading.
Police Chaplaincy

Her Majesty’s Inspectorate of Constabulary recommended in the report Diversity Matters (2003), ‘that all forces should have resources in place to meet the spiritual needs of officers and police staff, while respecting the diversity of faiths and beliefs both inside the service and in the communities which they serve.’

Police staff spend their working lives dealing with complicated, difficult and often distressing situations. The majority of UK police forces now have Chaplains who aim to provide independent pastoral care to members of the police service and their families, to help them handle the increasingly complex and demanding nature of their work. Chaplains work with all staff including local neighbourhood policing officers, BCU commanders, Independent Advisory Groups (IAGs), Police Community Support Officers (PCSOs) and diversity units.

Why have Police Chaplains?

Chaplains act as a ‘listening ear.’ They endeavour to:

• develop a clear and strong link with operational policing
• get to know the people we serve and understand the job they do
• build relationships based on friendship and trust through: visiting stations; attending training sessions; spending time on shift with officers; responding with police staff to major and critical incidents.

Chaplains also network with faith groups and communities to promote local support and involvement, enhancing local and neighbourhood policing initiatives. Chaplains can open doors for NPTs by building relationships with faith groups and their leaders. Faith is deeply entwined with community spirit and it is important that the service has access to these communities. The National Association of Chaplains to the Police (NACP) brings together those engaged in this role and is actively developing their involvement in forces. Contact details can be found on the website of the Association, see Resources.
Thames Valley – Chaplaincy

Thames Valley Police (TVP) has a team of Chaplains from a range of faiths and denominations who respect and care for all members of staff, regardless of religious belief.

The role of the multi-faith Chaplaincy network broadly encompasses three main areas:

1. Personal, practical and spiritual care
2. Operational Support

Chaplains aim to support and encourage all staff and their families, be a friend, a confidante and occasionally an advocate, respect and reflect the diversity of belief within the service and wider community, value each individual member of the service and help staff to release their full potential.

Chaplains build these relationships by visiting stations and departments, taking part in training, gaining an understanding of police work and accompanying officers and staff on their duties.

Metropolitan Police - Chaplaincy

London City Mission has appointed a Local Chaplaincy Director with the Metropolitan Police. The role is encouraging and equipping local Church leaders and lay members to become active voluntary Chaplains with the force.

Starting in the north-east London boroughs, Chaplaincy teams are now being established to cover all Response and Safer NPTs. This involves mobilising the Church to support the police service. Those who volunteer as Chaplains are trained and mentored by the Local Chaplaincy Director. They are expected to regularly meet their local NPT, encouraged to patrol with them, and to foster links between their Church, the Police and the local community. While the role is initially working with Christian denominations, other faith communities will be welcomed to participate, according to identified police needs. To support this move, a Muslim Chaplain has been appointed in the borough of Redbridge who will also work across faiths.
Street Angels

Street Angels launched in Halifax in November 2005 as a response by the Church in the town to the problems on Friday and Saturday nights. Street Angels have assisted over 2,000 people to date.

Street Angels is a volunteer street patrol scheme open to people of any or no faith. Street Angels patrol the streets of town centres between 9pm and 3am on Friday and Saturday nights looking for people who have become vulnerable in any way. They offer help and assistance, from directing lost people to hotels or coaches to calling for medical assistance to those who have become ill.

Street Angels is an initiative of the Churches Together in Halifax and Halifax YMCA. Based at the Fair-trade café on Crossley Street, volunteers wander the town and ensure the safety and protection of those who become vulnerable in any way. Local police cite Street Angels as contributing to a 40% drop in crime in the town centre.

The Halifax scheme won the regional Tilley Award in 2008. Other towns and cities across the UK have seen the project in action and have set up similar projects; these include Bradford, Bedford, Grimsby, Guildford, Harrogate, Hebden Bridge, Huddersfield, Middlesborough, Stockton, Todmorden, Wakefield, Wycombe and York.
Police Associations

Staff associations, as well as offering support for their members, are often also deeply connected with their communities, very often leading on key issues for the police service in relation to recruitment, engagement and problem solving.

Details of Police Associations are outlined under the Resources section. They include: the Catholic Police Guild, Christian Police Association (CPA), the Hindu Police Association, Jewish Police Association, National Association of Muslim Police and the Sikh Police Association. They all operate to support police officers of faith in their role. They are at different levels of development. For example, the CPA was established in 1883 and has developed its role to incorporate a number of projects that NPTs can tap into. On the other hand, the Sikh Police Association was only established in 2009 and is at an early stage of development. It is important to be mindful of this when looking for ways in which they can support you in your work at a local level.

Christian Police Association (CPA)

The CPA provides support to Christian police officers nationally as well as delivering the CoAct project. CoAct aims to reach out and build bridges between Christian communities and the police. It has seven themed areas with a toolkit of ideas for engagement: Pray 4 Your Police, Work 4 Your Police, Work Alongside Your Police, Watch And Listen For Your Police, Talk To Your Police, Hospitality For Your Police, Preventing Trouble With Your Police.

As part of the CoAct project, the Christian Police Association runs the Adopt-A-Cop scheme, also known as Pray 4 Your Police, which promotes local Christians praying for their local officers or neighbourhood teams. A link to their website can be found under the Resources section.

Thames Valley - ‘Adopt A Cop’ scheme

“I have now been adopted by three churches. I’ve been put up on the Power Point with the missionaries at Southcourt Baptist Church which will now be done monthly. My photo is on the wall and I’m going out in the newsletter. The Guardian Angel Church is putting my details up on their wall and has prayed for me. I attended a mass there and I have asked that all the Churches pass my details on to anyone in their parish who they feel is particularly vulnerable and may benefit from some crime prevention advice or reassurance.

I am now involved in the youth group run out of the Church of the Good Shepherd which I didn’t even know about previously. The Adopt A Cop scheme has generated a lot of work for me but it’s all worthwhile community engagement work. I was apprehensive to get involved with the Church originally as I was concerned it may be misconstrued. I can now see that this was misguided, especially as many of the community’s most vulnerable members are involved in the Church.”

PCSO Natalie Thrussell
National Association of Muslim Police (NAMP)

NAMP Youth Mentoring Scheme

The project was initially launched in 2007 in Brick Lane and, following its success in this predominantly Bangladeshi community, it was extended in 2008 to the London Boroughs of Harrow and Tower Hamlets. The scheme is specifically aimed at engaging with groups of Muslim youths who have been identified for specific reasons such as truancy or behavioural issues. This is a collaborative project delivered and coordinated by NAMP and a range of partners including the Metropolitan Police, British Transport Police, City of London Police, the relevant local authorities, local communities, Harrow High School and Stepney Green Boys School.

By working in partnership with these bodies, NAMP can provide a structured programme, which meets the needs of all partner agencies and addresses issues faced by Muslim youth. To support the objectives, a series of visits have been arranged including trips to the Metropolitan Police Air Support Unit, the Houses of Parliament and Canary Wharf.

Each mentor has been selected and trained to provide support and guidance to mentees. The training helps to match suitable mentors to mentees based on a number of factors such as geographic location or language skills. The Mentors consist primarily of police officers or police staff.

Police and Churches Together

Police and Churches Together schemes bring local police teams and Churches together in a specific area. Police meet with local Church representatives and share information on crime and disorder. This information is then communicated to Church congregations. Prayer meetings are held as well as other community initiatives such as opening drop-in clubs for young people at Church halls, Church members volunteering to become appropriate adults and parenting courses being run.

Nottinghamshire – Police and Churches Together

In Nottinghamshire there have been significant successes from the Police and Churches Together schemes in Arnold, Newark and Blidworth including reductions in crime and disorder, volunteers training to become counsellors for drug users/offenders, barriers broken down between Church members and young people, improved relations between local Church communities and the police.
Working with faith communities

Hindu Council – Training for Police Officers

In early 2010 the Hindu Council UK conducted a training session for the Metropolitan Police officers. Officers spent a day at the Hindu Temple in Cricklewood. They were given a brief introduction to Hinduism and were encouraged to ask questions on issues they may have to face when dealing with interacting with Hindu families as well as Hindu Temples. The officers gained a valuable insight on some of the sensitivities surrounding Hindu issues.

Faith-related organisations and projects

Many people of faith do not regularly attend a place of worship on a regular basis, if at all. It is therefore important that NPTs also try, wherever possible, to map and keep in contact with faith-related organisations and projects operating away from places of worship and those who attend them.

It is important that you continually keep updating your KINs list by looking for organisations and projects that are not linked to places of worship and keeping in regular contact with them. There are many activities taking place at a neighbourhood level from people of all faiths.

Mosaic

Mosaic is a multiple set of initiatives designed to support young Muslims, between the ages of 5 and 30, and their peers. Activities currently take place in London, Yorkshire and Humber, North West, East Midlands and West Midlands. They provide mentoring to primary and secondary school pupils to raise their aspirations. They also support Muslim young offenders during the vulnerable period of transition back into society.

Independent Advisory Groups

Forces are already working with faith communities through structures such as Independent Advisory Groups (IAGs). They are in place to help build trust and confidence through regular dialogue and are a very useful link into communities. Many of the volunteers have become key individual networks (KINs) for local police and can be consulted on community issues.

Benefits and outcomes from IAGs include:

- Improved networking into communities
- Police improvement in community events and initiatives
- Improved reporting of incidents and hate crimes
- IAG input into community impact assessments following major incidents helping reduce tensions in communities.
Cleveland – Independent Advisory Group

Stockton Independent Advisory Group meets quarterly. In order to promote community cohesion and increase awareness and understanding of all sections of the community, each member of the IAG is expected to host a meeting at their establishment as part of a rota as well as giving an awareness raising session for the rest of the group. This has included Mosques, Sikh Temples and even the local prison where, as well as hosting the meeting, a tour of the premises and a question and answer session takes place. This not only leads to an increase in tolerance and understanding, but ensures a good turnout at the IAG meeting as it adds an element of interest and education.
Working with faith communities

Answers

Measuring success

Neighbourhood policing has been shown to improve confidence and performance in a number of areas. The Neighbourhood Policing Performance Guide (2007) suggests that “forces can select the most relevant and appropriate performance indicators to adopt, and the most appropriate level of measurement – individual, team, neighbourhood, BCU or force”.

Ongoing communication and feedback

Ongoing communication is necessary to keep faith communities informed about incidents of crime and antisocial behaviour reported to the neighbourhood policing team and the actions taken. Evidence suggests that giving clear and effective feedback to local communities is a key factor in managing expectations and influencing levels of public satisfaction with policing services. Feedback keeps communities informed and engaged even when it involves telling people that a particular intervention has not been successful.

Successful communication is especially vital when dealing with faith communities where levels of dissatisfaction and cynicism about processes involving the police and statutory partners are particularly high.

BCU Commanders need to consult regularly with NPTs and monitor their activity, in order to improve service delivery and enhance the response to faith communities.

As NPTs become embedded across England and Wales, the ability to engage with local faith groups will be enhanced. Visibility alone will not sustain confidence in policing so teams must work with all types of faith communities to ensure they are given opportunities to:

- Raise concerns
- Become involved in setting policing priorities
- Work with the police to reduce both crime and the fear of crime

Sometimes valuable information is not fed back into forces to provide a richer picture of the issues affecting communities. It is therefore important that community intelligence from reliable sources is fed into the systems your force has to record information.

The following tables outline:

- What success looks like when working with faith communities
- Practical examples of activities you can undertake as NPTs to work more closely with faith communities.
## Answers

Success through the eyes of local faith communities:

<table>
<thead>
<tr>
<th>Do faith communities have confidence that we understand the issues that matter to them?</th>
<th>Local Police</th>
<th>Supporting the team Force level</th>
<th>Partners</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>ACCESS</strong></td>
<td>Do faith communities know who is responsible for their area?</td>
<td>Are teams long-term, dedicated and not taken away from areas?</td>
<td>Do partners have a joint strategy for communicating with local faith communities?</td>
</tr>
<tr>
<td><strong>INFLUENCE</strong></td>
<td>Do faith communities know how to influence priorities for their area?</td>
<td>Are systems in place to support priority setting?</td>
<td>Are all partners involved in setting priorities?</td>
</tr>
<tr>
<td><strong>INTERVENTIONS</strong></td>
<td>Do faith communities take part in solving problems?</td>
<td>Are teams supported by additional or specialist resources?</td>
<td>Are partners forming positive relationships to implement solutions?</td>
</tr>
<tr>
<td><strong>ANSWERS</strong></td>
<td>Do faith communities notice a visible difference?</td>
<td>Are appropriate activity measures in place?</td>
<td>Are partners actively promoting and rewarding success?</td>
</tr>
</tbody>
</table>
### Example Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Description</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>Map all places of worship on your patch and visit regularly.</td>
<td>Find a single point of contact at each venue and visit regularly. Find out if they provide community activities and try to attend at different times (ensuring awareness of any cultural sensitivities) and advertise their activities (e.g., youth work) to others you come across. Ask whether the venue could be used for public meetings.</td>
<td>Greater contact with key contacts in your area. Reassurance to faith groups. Breaks down ‘us and them’ attitude. Linking up people with projects offered by places of worship.</td>
</tr>
<tr>
<td>Map faith-related organisations and projects that are not linked to a place of worship.</td>
<td>Contact partner agencies and engagement officers and check local listings to find out about faith-related organisations and projects in your area.</td>
<td>Increased engagement with people with a faith who rarely, if ever, attend a place of worship including women and younger people.</td>
</tr>
<tr>
<td>Print a multi-faith calendar.</td>
<td>Devise a faith calendar for your patch (download from the internet – see Resources) to ensure you are aware of particular festivals. Faith groups may need extra support during festivals or, conversely, may be too busy to engage with NPTs at that time.</td>
<td>Better awareness of the communities you serve. Ensure sensitivities around certain dates, times and festivals.</td>
</tr>
</tbody>
</table>
### Example Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Description</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>Encourage faith communities to link up and coordinate activity together.</td>
<td>Denominations of the same faith group can better coordinate their support for NPTs by joining up and pooling their volunteers, support networks and activities. Tap into existing schemes (e.g., Redeeming our Communities) where available or develop new schemes based on national models (e.g., Street Pastors) where feasible.</td>
<td>More focussed approach to delivery. More comprehensive overview of activities provided by faith groups. Better coordination of faith volunteers.</td>
</tr>
<tr>
<td>Have a meeting/coffee at a place of worship.</td>
<td>Encourage places of worship to set aside time on a regular basis for an NPT officer to attend their venue to listen to any concerns and feedback.</td>
<td>High visibility. Highlights active relationship between the faith group and NPTs. Further develops KINs. May raise issues that have not been discussed before.</td>
</tr>
<tr>
<td>Link with Faith/Prevent Engagement Officers and force Chaplains.</td>
<td>Where Faith/Prevent Engagement Officers and force Chaplains are in place, make links with them as they will come across community contacts regularly.</td>
<td>Better links to hard to reach communities. Shared information and activities.</td>
</tr>
</tbody>
</table>
## Example Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Description</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engage with patrol schemes such as Street Pastors or Street Angels in your area.</td>
<td>Structured patrols by community volunteers are very successful in areas established. They offer support such as helping people find transport home; giving them blankets if cold; staying with them until a safe form of transport home arrives; talking to them to let them know someone cares.</td>
<td>Contribution to crime reductions. High visibility presence. Reassurance to communities. An informal presence that people are happy to talk to. Local community members taking an active role in their area.</td>
</tr>
<tr>
<td>Acknowledge prayers from faith groups.</td>
<td>Faith groups may want to pray for you. You can provide them with crime issues to pray for as well as who is part of the NPT.</td>
<td>Improved two-way information between faith groups and NPTs.</td>
</tr>
</tbody>
</table>
Conclusion

Faith communities and NPTs share many common aims. They both form integral parts of their communities, they are both known for their accessibility and they both have traditions of service. The opportunities for NPTs to work in partnership with their faith communities are many and varied, from increasing community engagement, to promoting local confidence or solving local problems. Faith communities make connections to diverse communities within their areas.

This guide has served to demonstrate that these crucial relationships are already part of communities across the country. The case studies can be used by NPTs to identify opportunities to fully engage, interact and problem solve with their faith communities.

There is an ongoing national drive by the police service to ensure increased confidence within the communities they serve and tackle the issues that affect them. With good engagement and joint work with faith communities at a local level, NPTs can work to further build confidence in their areas.
Resources

There are many websites available with more information about individual faiths. For a broad overview see the University of Derby Multi Faith Centre website [www.multifaithcentre.org](http://www.multifaithcentre.org) and the BBC website [www.bbc.co.uk/religion/religions]

ACAS
Bringing Hope Project
Catholic Police Guild
Christian Police Association
CoAct resources (Christian Police Association) also here
City Links
Equality and Human Rights Commission and from ACAS
Faith calendar and here
Faith-Based Regeneration Network
Faith Communities Consultative Council
Faith Community Capacity Building Fund
Faith Matters
Faiths in Action Fund (DCLG): a grants programme open to faith, inter-faith, voluntary and community sector organisations at national, regional and local levels in England. The programme supports opportunities within local communities for people of different religions and beliefs to develop strong and positive relationships with one another.

iCoCo (Institute for Community Cohesion): includes a number of toolkits (including Faith and Cohesion, a Guide to Tension Monitoring, Cohesion and Population Local Mapping, as well as Understanding and Appreciating Muslim Diversity). The organisation also undertakes faith and community mapping at a local level for the police and other agencies.

IDeA Community of Practice: Bringing neighbourhood policing teams and faith groups closer together.

Inter Faith Network for the UK: Publishes directories, guides and research, including detailed guidance on building good relations with people of different faiths and beliefs, and an Inter Faith Guide, which can be downloaded free of charge from their website.

Inter Faith Week
JAN Trust
Jewish Police Association
Mosaic
National Association of Chaplains to the Police – the professional association that draws together those engaged in Chaplaincy work across all UK Police Forces.
National Association of Muslim Police
NAVCA (National Association for Voluntary and Community Action): Details all local umbrella bodies for voluntary and community action including voluntary sector agencies, volunteering opportunities and faith groups.

www.npia.police.uk
Resources

**Redeeming our Communities**: resource pack including ROC has developed Step by Step guidelines that can be downloaded

Sikh Police Association Email: BSPA@ymail.com

Street Angels and here

Street Pastors (Ascension Trust)

Peace Alliance

University of Derby Multi Faith Centre

**Working Together**: Cooperation between Government and Faith Communities
Annex

Hints for officers attending places of worship
Officers must bear in mind that this advice is general and may not reflect the situation encountered in individual religious premises. It is always better to check with the place of worship in the first instance.

Source: Based on the ‘Guide to Police Activity at Religious Premises’, National Community Tension Team (ACPO).

More detailed information about faiths and religion can be found at: www.multifaithcentre.org and http://www.bbc.co.uk/religion/religions

Baha’i
1. Baha’i communities around the country are generally quite small and may not have a Baha’i centre or a place of worship, since these small communities tend to meet in Baha’i family homes or in hired halls.
2. This means that NPTs may not be immediately aware of the smaller Baha’i communities. Ensure you fully map the faith communities in your area.
3. Some of the larger communities do, however, have formal Baha’i centres. These centres are used for worship and for other purposes, such as general meetings.
4. A growing number of Baha’i communities undertake outreach work to young people in the 11-15 age range, inviting them to take part in groups that provide social and moral education. NPTs may therefore come across Baha’i outreach projects in different places and at different times.

Buddhism
1. Buddhist Viharas and Temples are found across all parts of the UK. Often they may be adapted residential homes.
2. There are many different Buddhist traditions so do not assume that customs and practices are all the same.
3. If in doubt, ask the Monk or Priest what behaviour is appropriate.
4. Do not consume alcohol or smoke inside the Temple.
5. Women should dress modestly at all times.
6. Shoes should be removed before entering into the Temple. If this is not possible on operational grounds, then at least clean the soles of the shoes before entering.
7. Do not move any Buddha-statues unless absolutely necessary.
8. Please treat Buddhist scriptures with respect and do not place on the floor.
9. Ordained Buddhist Monks of most traditions do not usually shake hands, or touch others, especially women.
10. Many Buddhist Monks follow a long list of monastic rules, one of which forbids them from being left alone in a closed room with a woman. In order to help them comply with this rule, an additional person, preferably a male, should also be present.

Christianity
1. Do not assume that all Christian religious premises will have the same customs and practices.
2. Do not swear or blaspheme.
3. Do not smoke or chew gum.
4. Do not touch religious objects unless absolutely necessary.
Christianity continued

5. Do not use the names of Jesus, God, Christ or Mary in inappropriate contexts.
6. Do seek early contact with a Church official.
7. Do be respectful when in Churches, especially when near the altar.
8. Do remove headwear when safe.
9. Do seek advice from colleagues, community members, staff associations and/or community involvement officers if in doubt.

Hinduism

1. It is important to make contact with the Committee in the first instance to determine the particular customs within the place of worship as these can differ.
2. Do not consume meat, fish or alcohol inside the premises – observe this rule at all times.
3. Do not smoke inside the shrine or in the grounds of the Temple.
4. In some places of worship women should cover their heads at all times. However, this is not true in other cases and you should check with the Committee.
5. Shoes should be removed before entering the shrine/prayer room. If this is not possible on operational grounds, then at least clean the soles of the shoes before entering.
6. Do not move the statues, deities and Holy Scriptures unless absolutely necessary. (Deities are the statues depicting God in various incarnations).
7. Do not remove clothing from the Deities. If this must happen, seek the assistance of a Priest.
8. Do not interfere with any burning lamps (usually used for prayers/worship).
9. Do not enter the prayer room unless a Priest is present.

Islam

1. Do not take dogs into Mosques or the homes of Muslims.
2. Do not take shoes into the prayer halls. Wear plastic overshoes if you must go into the hall – but do not contaminate these overshoes elsewhere. This equally applies to Muslim households.
3. Avoid eating or drinking in the Mosque as this is disrespectful (get rid of any chewing gum before entering).
4. Do not smoke in the Mosque/households.
5. Never touch religious artefacts or books, especially the Qu’ran and smaller Quranic Books – seek advice if unsure. Ask a Muslim who has performed the necessary ablutions to assist. A Muslim police officer may be able to assist.
6. Do not take cameras into the Mosque. Photography should be avoided unless absolutely necessary.
7. Modesty is of paramount importance to a Muslim. Do not require the removal of clothing that compromises modesty or exposes the skin in view of other people.
8. Avoid entering parts of the building that are designated for members of the opposite sex.
9. Do not touch people of the opposite sex unless absolutely necessary in life or death situations. Ask a colleague of the same sex to assist if necessary.
10. In the event of injury, people of the same sex should render first aid. Others should avoid looking if modesty is likely to be compromised.
11. Do not use any of the conveniences in the Mosque.
12. Fulfilling certain religious rites is an obligation on every Muslim and should not be denied if possible.
13. Should there be a need to arrest or interview a person, they should be permitted to complete their prayers first.
Islam continued

14. Remember this list is not exhaustive and there will be other considerations to bear in mind but they cannot all be listed here. If in doubt – ask.

Jainism

1. Jains have two types of places of worship: Temples with shrines and religious Assembly Halls.

2. Temples:
   a. No food or drink is allowed in the Temple. No smoking.
   b. Animals should not be taken inside the Temple.
   c. Footwear should be removed before entering; no leather articles permitted.
   d. Ladies in menstrual period should not enter the Temple.
   e. Ladies must cover their heads.
   f. Do not enter the sanctum sanctorum without permission of a priest/caretaker.
   g. Protect the deities from any damage.
   h. Handle burning lamps and incense carefully.

3. Assembly Halls:
   a. If the Halls are being used for prayers or worship: all of the above apply.
   b. If the Halls are being used for a social event or meeting:
      i. Alcohol or non-vegetarian food is never allowed in any form
      ii. Smoking is not allowed

These do not form a comprehensive list. Seek advice from a Jain if at all possible.

Judaism

1. On arrival at a Synagogue identify the senior member of the congregation, an Honorary Officer or Rabbi.

2. Male officers should wear their hats at all times when inside a Synagogue. Officers without hats should request a skull cap and wear it at all times inside the Synagogue.

3. Personal radios and mobile phones should not be used within a Synagogue. When it is essential to keep them turned on, they should be set at a low volume.

4. Male officers should not enter the female gallery and women officers should not enter the men’s area.

5. Officers should not shake hands with members of the opposite sex.

6. Should there be a need to arrest or interview a person, they should be permitted to complete their prayers first.

7. On the Sabbath – from Friday sunset to one hour after dusk on Saturday, Orthodox Jews will not:
   a. Drive or travel in a vehicle
   b. Use a telephone
   c. Write or sign a document
   d. Switch electrical appliances on or off
   e. Carry any items.
**Sikhism**

1. Seek assistance of someone familiar with the Gurdwara.
2. On arrival, speak to the person in charge, usually the Management Committee Manager.
3. Wash hands or wear clean gloves before handling articles of faith or religious writings.
4. In the event that Holy Scriptures have to be removed seek advice from a person with religious authority to ensure proper procedures are followed – if possible, draw up a written agreement about how to handle scriptures.
5. Keep Gurdwara authorities updated on developments in any case you are working on.
6. Do not smoke in a Gurdwara.
7. Leave shoes outside.
8. Heads must be covered.
9. Do not take dogs inside a Gurdwara.
10. Do not remove any articles of faith from a Sikh, particularly the 5 Ks (Kangah – a small wooden comb, Kacha – shorts, Kara – steel bangle, Kirpan – small knife, Kesh – facial hair.)
11. Do not take food without it first being offered – there is a tradition of hospitality within Sikhism often experienced as the giving of food to visitors to Gurdwaras, called Langar.
12. Do not touch anything in the Sach Khand – the room where the Holy Book is kept at night.

**Zoroastrianism**

1. The Zoroastrian Centre for Europe is in the London borough of Harrow. Currently it is the only registered place of Zoroastrian worship in the UK, owned and managed by the Zoroastrian Trust Funds of Europe (ZTFE). It is important to make contact with the ZTFE President or Managing Committee in the first instance to determine the particular customs within the Zoroastrian Centre. ZTFE is a member of the Inter Faith Network for the United Kingdom and conducts guided inter faith tours by prior appointment.
2. The Zoroastrian Centre comprises of the Zartoshty Brothers Hall, community hall and the Setayash Gah prayer room, which houses the sacred fire urn lit on ceremonial days. Zoroastrians religiously are social drinkers and consume alcohol in moderation. However, religiously they are non smokers. Therefore smoking is not allowed in or around the premises and neither is spitting. Zoroastrians are religiously dog friendly, but please seek prior permission.

The Setayash Gah prayer room:

a. Please refrain from entry during ceremonial occasions and when being used by Zoroastrian worshipers. At other times please enter accompanied with a member of the ZTFE Managing Committee.

b. Please cover your head with a prayer cap, headscarf or shawl and remove footwear, wash hands and face before entering.

c. Women are kindly requested not to enter during their menstrual cycle.

d. Please do not take food or drink inside.

e. Please do not enter the sanctum sanctorum where the sacred fire urn is enthroned.

f. Please do not touch the burning lamps, sandalwood sticks and frankincense in the tray.
Zoroastrianism continued

- Please ask prior permission before taking photographs or filming.
- Please dress conservatively.

Zartoshty Brothers Hall community hall:
- If the hall is being used for prayers or worship then most of the above apply, except removing shoes.
- If the hall is being used for social event or meeting, then the above guidelines are relaxed.

3. Zoroastrians practice good thoughts, good words and good deeds. They do not like to hear foul language or see foul behaviour.

4. These do not form a comprehensive list. If in doubt seek prior advice from a Zoroastrian.
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Home Office

City Links

Hindu Council (UK)

DCLG

Cabinet Office

NPIA

National Council of Hindu Temples (UK)

Home Office

Nacro

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Working with the voluntary sector
This guide is one in a series produced by the National Policing Improvement Agency (NPIA) Citizen Focus and Neighbourhood Policing Programme Team aimed at increasing engagement with the public.

The aim of the guide is to help Basic Command Unit commanders, partners and neighbourhood team officers to work more closely with voluntary sector organisations at a local level.

Voluntary sector organisations undertake a wide variety of activities in communities. They are important contacts within our neighbourhoods, providing important services and support.

Evidence so far from the Citizen Focus and Neighbourhood Policing Programme shows that three key factors improve community confidence and lead to neighbourhoods becoming safer as well as communities feeling safer:

- Increasing police visibility
- Engaging with local communities to identify their concerns and priorities
- Working with local communities to solve the problems that matter to them.

This guide has been published after extensive consultation with police forces, partners, government agencies, and other practitioners from statutory, private and voluntary sector agencies. We have been reliant on case studies sent to us by police forces, partners and other agencies that we have contacted. We realise that there may be many more examples of activities taking place across the country and would welcome further contributions being sent to us for consideration.

This document has been published alongside two other guides, both aimed at increasing engagement with communities: ‘Working with faith communities’ (NPIA 2010) and ‘Working with volunteers’ (NPIA 2010).


The examples outlined in this guide have been provided by forces and are used for illustrative purposes only. Unless otherwise stated they have not been formally accredited, assessed or evaluated by the NPIA.

We hope that you find the guide helpful and informative. If you have any comments about the guide or further case studies or examples please contact us using the details at the back of the guide.
Neighbourhood Policing Teams (NPTs) have quickly established themselves as an integral part of operational policing across England and Wales.

Neighbourhood policing is about engaging with local communities to identify their concerns and priorities, increasing police visibility but also, and crucially, working with local communities to solve problems that matter to them.

Voluntary sector organisations deliver much needed and relevant services to the communities in which they are based.

By working with voluntary sector organisations NPTs can make better use of resources already in the community and harness their rich knowledge, energy, creativity and expertise leading to more sustainable solutions to community issues.

What is the voluntary sector?
The government defines the voluntary sector as non-governmental organisations that are value driven and which principally reinvest their financial surpluses to further social, environmental or cultural objectives. It includes:

- voluntary and community organisations
- charities
- social enterprises
- cooperatives and mutuals
- housing associations.

Voluntary sector organisations work on objectives benefiting society. The most common voluntary sector organisations that NPTs may come across are Neighbourhood Watch (with 7 million members), Crimestoppers, Victim Support and Women’s Aid although there are also many smaller local voluntary sector organisations that you may work with locally providing valuable services at the frontline.

Quick facts

- There are over 137,000 charities and 61,800 social enterprises in England.
- There are 600,000 informal community organisations in the UK.
- The total income of general charities in the UK was £33 billion in 2006/07.
- 540,000 people are employed by the voluntary sector.
- 73% of adults in England volunteer at least once annually, with 48% volunteering at least once a month.

Source: Cabinet Office (2009)
Why work with the voluntary sector?

Much of the work that goes on in our communities simply would not happen without the voluntary sector. Activities are wide ranging and include:

- working with vulnerable people such as the homeless, victims/survivors of domestic violence, drug users and their families, older people, people with mental ill health, the learning disabled, and low income families
- taking steps to improve the local environment
- providing services for young people such as education programmes, sports activities and crime prevention work
- supporting victims and witnesses
- providing a space for people to come together
- providing services for the community as a whole, such as lunch clubs, exercise classes, crèches, provision of information, advice and guidance as well as work with lesbian, gay, bisexual and transgender people, older people, people with disabilities and gypsy and traveller communities.

It is important to recognise the valuable contribution that voluntary sector organisations make. It is vital to approach work with voluntary sector organisations as a true and equal partnership. Valuing and respecting the work of the voluntary sector is key. Find out what individual agencies do, how they do it and how they think they can assist NPTs and vice versa. Flexibility is important.

It is essential to respect the independence of the sector and value its skills and knowledge. There are informal but legitimate tools, such as the Compact (the key framework for effective partnership working – outlined later in the document) that forces can adopt to make partnerships with voluntary sector organisations more effective.

At a neighbourhood level, voluntary sector organisations often work directly with communities that NPTs generally perceive as ‘hard to reach’. They have the trust and credibility of these communities and consequently are very knowledgeable about their local areas and their specific needs.

‘Voluntary sector organisations have an enormous amount to contribute to our public services, both in the ways they are designed and delivered and in the ways they are improved and held to account.’

National drive to work with the voluntary sector

At a national level, there is an increased appetite for working more closely with the voluntary sector.

- The government has a firm commitment to Build a ‘Big Society’ which involves giving citizens and communities the power and information they need to engage and solve problems together.

- It encourages families, networks, neighbourhoods and communities to engage and work on local issues together. It also supports the creation and expansion of mutuals, co-operatives, charities and social enterprises and for them to have much greater involvement in the running of public services. How neighbourhood policing teams encourage and engage with the ‘Big Society’ agenda is very important.

Building confidence by working in partnership

Partnership with voluntary sector organisations is key for a number of reasons. The voluntary sector can make a difference in ways statutory services such as the police and local authorities cannot. It can:

- reach out to excluded communities using a flexible approach and delivery
- build the confidence and abilities of those who volunteer
- strengthen trust and provide innovative solutions to the new problems that society faces
- provide a voice for its communities in ways government often cannot.

Whilst the Police Service’s ability to commission directly from voluntary sector organisations is limited, through the Crime and Disorder Reduction Partnership (CDRP) and, in Wales, the Community Safety Partnership (CSP) structures, community safety services are often commissioned from voluntary sector providers. Other partners such as local authorities may take the lead in the commissioning process but there should be join up at the strategic and local level with partners working on community safety. NPTs should build on the partnership work taking place at the strategic level and develop strong working relationships at the local level.

When working with voluntary sector organisations, NPTs should, where possible, involve other partners such as local authorities to avoid duplication and get the most out of the working relationship. The “Guide to Effective Partnership Working” outlines approaches to partnership work.
Access

Making contact with voluntary sector organisations relevant to your work

Mapping voluntary sector organisations in your area

NPTs need to be visible, accessible, locally known and knowledgeable about their geographic area. The first step to achieving this for local voluntary sector organisations is to map the profile of your area in terms of organisations and the activities or services they provide and add to your Key Individual Networks (KINs). In particular, map those dealing with issues that might help your work (e.g. Neighbourhood Watch, youth provision, street population charities, black and minority ethnic (BAME) groups, victim support).

Any mapping work should link to your NPT engagement plan based on the Basic Command Unit (BCU) engagement strategy and linked to your neighbourhood profile. It is important that any community engagement work the police are doing dovetails with local authorities’ neighbourhood engagement arrangements. As we move towards a neighbourhood management approach it is important that BCUs and, at a local level NPTs, work together with other partner agencies to avoid duplication of effort.

Your BCU or police authority may have scoped voluntary sector organisations or hold some force-wide voluntary sector contacts and should be approached for details. The most obvious example is Neighbourhood Watch volunteers who work with the police at a local level on almost a daily basis. Local authority partners should hold more detailed information about other voluntary sector organisations and their scope of work and will already commission services from voluntary sector agencies. Some include information on their websites or may have a dedicated officer or team that works with voluntary sector agencies and who may be able to advise on the services they offer.

A more comprehensive list should be available from your local umbrella organisation. These have different names depending on the location but can be known as the Voluntary Service Council, Council for Voluntary Service/Action or Rural Communities Council. The manager of your umbrella organisation may be happy to meet with a representative from the BCU with a view to providing mapping about a particular area’s voluntary sector provision which may be more extensive and up-to-date than individual BCU mapping. Local Authorities sometimes directly commission umbrella organisations to map data for them. A list of local umbrella bodies is available through NAVCA. Some have all information on a website which allows you to do a search linked to an issue or geographic area.

Making contact with all voluntary sector organisations in the neighbourhood

After mapping the voluntary sector organisations in your neighbourhood, list them in terms of their areas of expertise and the geographic location that their services cover. There may be other organisations based in another part of the force area that also provide services in your neighbourhood or accept referrals for services. Add the single points of contact to your KINs.
Developing partnerships between NPTs and voluntary sector organisations

The key to building a successful long term relationship with voluntary sector organisations is to build up trust and confidence.

- Find out what work local community groups, charities and other voluntary sector organisations are doing in your neighbourhood.
- Find a single point of contact at each organisation and ask them to include the NPT in any email updates they send out or make contact with them to ensure you have a good knowledge of activities and services they are providing.
- Once you have an understanding of the work that different voluntary sector organisations do, be clear in your mind what you want a particular organisation to do and why before approaching them. This will vary over time, e.g. general networking, being the ‘eyes and ears’ of the community, helping with specific projects, undertaking consultation, etc.
- Liaise with relevant organisations to see how you might get involved. For example, some may provide youth services and some members of the NPT might want to go along to get to know young people in the area. Others might work with vulnerable people and you might want to arrange to give a crime prevention talk or a meeting so that you can hear the issues first hand.
- Remember that organisations will use paid staff as well as volunteers. Your expectations from the different roles need to reflect the commitment that can be made by volunteers due to them giving their time freely.
- It is important to remember that voluntary does not mean free. There is always a cost to an organisation of taking on work over and above what is planned. Organisations do not have the flexibility to move resources around and it is important to be flexible in your work with them and tie any activities to work already planned by the organisation.
- It is important to respect the independence of the sector and value its skills and knowledge. There are informal but legitimate tools, such as the Compact, that forces can adopt to make partnerships with voluntary sector organisations more effective.
- Consider engaging relevant organisations (e.g. Neighbourhood Watch) in campaigns you might be running in the community.
- Encourage members of the community to volunteer with voluntary sector organisations.
- Give feedback and support to organisations and show your appreciation and recognition of their work either face-to-face, in a newsletter, on your webpage or by sending them a letter to thank them for the work they are doing. Work with your BCU to organise an awards event to recognise the good work of voluntary sector organisations. Nominate voluntary sector workers for commendations where their work has been invaluable.

Consider engaging relevant organisations (e.g. Neighbourhood Watch) in campaigns you might be running in the community.
- Understand the different cultures that partners operate within. These different cultures are a positive additional to the police culture as they bring a different way of working to the partnership and gain the trust of community groups because of this.
- Be open to suggestions and offers of help from the voluntary sector.
- Involve relevant organisations in existing Community Safety Action Groups to provide a central forum to organise work at a local level.

Potential benefits of working with the voluntary sector

Voluntary sector organisations can:
- Provide a wealth of knowledge and expertise that NPTs can tap into.
- Be flexible, non-bureaucratic and responsive – able to meet demands and put ideas into action quickly.
- Bring diversity to the landscape, providing innovative solutions and targeting resources at people who need them the most.
- Provide a more tailored provision of services to the public and the joining up of services at the frontline – breaking down silos for the user and talking with 'one voice'.
- Be more trusted by service users as they are independent of government.
- Involve volunteers providing significant resources to neighbourhoods.
- Be based at the heart of communities and have a strong role in engaging local people, meeting diverse needs – building up links and a wealth of knowledge about neighbourhoods.

Challenges of working with the voluntary sector

- Large (and some medium-sized) organisations are structured very differently to small charities. Smaller charities may not have the resources or flexibility to engage all the time despite wanting to.
- The short-term nature of funding means that smaller to medium-sized organisations may sometimes struggle to deal with capacity. It is important that NPTs are aware of the funding issues experienced by many charities. Linked to this, staff retention (particularly in smaller organisations) can be problematic, meaning your single point of contact (SPOC) may change and you will need to keep contact details up to date.
- Short-term funding structures can lead to a short-term approach in planning and delivering services.
- An excessive burden of monitoring and evaluation can unnecessarily divert resources from front-line service delivery. Although NPTs will rarely if ever be commissioning services, you should be aware of these issues in relation to partner organisations.
• Some organisations may ask your force for funding. You may not usually be able to support these requests as you are not in a commissioning role. Your work with the voluntary sector should generally be carried out using existing resources.

• CDRPs and CSPs may only be working with organisations that are already engaged and have an identified role. As you build up contacts and knowledge of the organisations in your areas you should be able to highlight other organisations to senior officers who have responsibility for commissioning and building partnerships at the strategic level.

Finding mechanisms for engagement

Teams may wish to use a mix of engagement processes after identifying key voluntary sector contacts in their areas. Where possible, teams should link engagement with other partners such as local authority officers. The range of mechanisms includes:

• Face-to-face contact at voluntary sector organisations
• Initial contact with organisations asking about the services they provide. (Try a variety of approaches as emails may not get answered if they are very busy. Try to call in the first instance and talk to somebody.)
• Initial scoping of the organisation on the internet if they have a website.
• Local events/meetings (organised by the voluntary sector)
• Formal projects coordinated at a local level by voluntary sector organisations.
Other issues

It is useful to be aware of governance issues relating to voluntary sector organisations. For example, some voluntary sector organisations are charities which can in themselves be organised in a number of different ways, e.g. an unincorporated association, a trust or a company limited by guarantee. Each of these has a different governance structure – for example, a charity that is formed as a registered company will be governed by a board of directors, a charity that is set up as a trust will be governed by a board of trustees.

Those organisations limited by guarantee often have a two-tier structure with a Board of Trustees (essentially non-Executive Directors) setting the strategic direction and tone for the organisation. They bear the ultimate responsibility for the organisation and its delivery of purpose. They delegate to the Executive Team (e.g. Chief Executive, Director of Finance, etc.) to implement their strategies. It is becoming increasingly common for members of the Executive (usually the Chief Executive) to also sit on the Board.

Decisions over whether particular organisations will get involved may therefore be made at the Board level or limited by an organisation’s powers or policies and may not be at the discretion of frontline workers.
Influence

National support frameworks
There are frameworks in place at a national level to support you at a local level to get the most out of partnerships with all agencies. Rather than being a bureaucratic exercise, they are there to support you and provide guidance that you are doing things right and have been signed up to at a local level.

The Compact is the key framework for effective partnership working and this is outlined below. Other emerging frameworks are the Partnership Improvement Programme and the Network of Empowering Authorities.

The Compact
The national Compact is an agreement between the Government and the voluntary sector in England. It sets out commitments on both sides which improve the way the Government and the voluntary sector work together for the benefit of communities and citizens.

The Compact is a way of working that enables better outcomes, and all police forces are encouraged to voluntarily adopt Compact principles in their operations.

The Compact will have different implications for different people, but wherever a voluntary sector organisation has dealings with public bodies the Compact will frame the relationship. This is as true for organisations with a funding relationship with Government as informal organisations struggling to be heard on a policy question that they care passionately about.
The Compact consists of a set of core principles, which embody the shared aims and objectives of the third and public sectors. It then moves on to establish a set of commitments which relate to three broad areas: involvement in policy, allocating resources and advancing equality.

The majority of relationships between the voluntary sector and public bodies exist at a local level. The national Compact does not directly apply to these relationships. Instead, there are Local Compacts which govern the relationship with local government, NHS organisations (such as Strategic Health Authorities and Primary Care Trusts), police, and other local statutory bodies. Almost all local areas already have local compacts in place.

Local Compacts should be built upon the principles of the national Compact, and will often share key commitments. However, Local Compacts will reflect the particular needs and priorities of a locality.

The Compact – what’s in it for NPTs?
The police, including NPTs, cannot work in isolation. Solutions often come from working in partnership. The Compact can help you work more productively with partner agencies in the voluntary sector as well as statutory partners. Whether it is dealing with new members of the community, helping with surveys or consultations or delivering services you need, the Compact can help better develop your relationship with partners.

Each area has signed up to the Compact, usually at a Local Strategic Partnership (LSP) level and some at a force-level. The Association of Chief Police Officers (ACPO) has agreed to sign up to the Compact. Your force may already be part of a local Compact outlining the values and priorities and how your area is working together. These have been introduced at a local level over the last five years and will still be in the early stages of roll out in many areas.

Ask the Partnership Superintendent in your force for a copy of your local Compact as it will help provide support and guidance to the work you are doing at a local level and help strengthen your work with partners such as the voluntary sector. There are often local Compact Champions to help advise and support practitioners at a local level.

For more information on the Compact at a national level and how it might help, go to www.thecompact.org.uk. You can also make contact with your local Voluntary Service Council (also known as Council of Voluntary Service/Action or Rural Communities Councils depending on your area) where available. In areas that do not have them, make contact...
Interventions

Joint action with communities and partners to solve problems

Successful neighbourhood policing cannot happen in isolation. It is vital that partnerships are developed and sustained with voluntary sector groups so that effective solutions can be developed.

Engaging communities through the voluntary sector

Community owned solutions are more sustainable. Working alongside voluntary sector partners means using resources more effectively. Community organisations, charities and other voluntary sector organisations often involve people who live in the neighbourhoods they serve. They understand the challenges and work hard to deal effectively with them. They work with vulnerable people, those who may experience multiple forms of discrimination and those who often perceive statutory agencies as ‘hard to reach’ and provide tangible solutions for them.

Whether you are looking for sustainable solutions to working with homeless people on your patch, need some specialist support for victims of hate crime or domestic violence, or are looking for some youth provision for young people hanging around on the streets, the voluntary sector can often help.

Housing Associations

Housing Associations have a big role to play in keeping neighbourhoods safe in partnership with the police and other partners. In many areas across the country, joint working between neighbourhood policing officers and housing managers is well embedded.

The Social Landlords Crime and Nuisance Group (SLCNG), a not for profit membership organisation, represents over 300 registered social landlords (RSLs) of which housing associations make up the majority.

Social landlords are both visible within and accountable to the communities they serve. Most, if not all, have made very public commitments to local communities and all social landlords (including local authorities and housing associations) are subject to a regulatory duty to agree local standards and to be accountable for their delivery. Housing associations should also cooperate with CDRPs/CSPs and many of their core services (including antisocial behaviour intervention and resolution services and community development/involvement) are directly aligned with and support the principles on which neighbourhood policing is founded.
Derby Homes – Derby Family Intervention Project

Derby Community Safety Partnership has commissioned Derby Homes to provide intensive support to families connected with criminal activity in a project that will work with the whole family, including both adult and youth offenders and those at risk of offending.

The aim of the Family Intervention Project is to turn around the behaviour of the families it works with to reduce their impact on the community, bring stability to families’ lives and improve opportunities for children through a combination of intensive support and focused challenges.

“This is a great opportunity to continue our success working with anti-social families,” said Lorraine Testro, Project Manager.

“We have reduced anti-social behaviour, crime and homelessness, and have increased school attendance amongst the majority of families we have worked with.”

“All members of the families we deal with usually contribute to, or are affected by anti-social or criminal behaviour. To give them a strong incentive to change, the support we give them is linked to strict rules that we expect them to keep to.”

Maureen Davis, Housing Operations Manager at Derby Homes added: “I believe the success of the Family Intervention Project is down to three main factors: a dedicated key worker who co-ordinates support to each family, working with the whole family, and good partnership working with other agencies.”
Neighbourhood management

NP teams need to use multiple sources of information and problem definition. Voluntary sector organisations are working alongside the police, councils and other agencies at a local level to ensure that an intelligence-led approach is used. In relation to neighbourhood management there are several examples where voluntary sector organisations are acting as the coordinating body to tackle crime and disorder at a local level. Bassac is part of the Community Alliance, a coalition of three national umbrella bodies who together have over 1,500 community organisations as members across the UK.

Metropolitan Police – Clapham Park Project

Clapham Park, Lambeth is one of 39 New Deal for Communities (NDC) neighbourhoods in the UK. This is the result of a 10-year project that commenced in 2001. The local police force work closely with the project’s wardens, youth workers and aligned Housing Association to tackle crime and re-offending.

Close communication between police, project staff and residents makes it easier to target potential problem areas and to focus on residents who are potential trouble makers, without making other residents feel insecure. Since the project began, a strong relationship of trust and mutual respect has developed with the local police force. Working with the voluntary sector has proved to be a practical approach that has developed its own solutions. Building up local knowledge by encouraging staff to become more involved in the local community and then retaining these staff so that relationships with the local community can be sustained, is essential.

West Midlands – Birmingham Settlement

Founded in 1899, Birmingham Settlement is the one of the oldest charities in the city. Today, Birmingham Settlement continues to deliver responsive programmes that remain true to the original ethos of the organisation.

Birmingham Settlement has built up good relationships with the police and this relationship has been instigated by both the police and the settlement at different times. The settlement meets regularly with the police and has received many commendations, particularly for its Community Facilitators Project.

They are a classic anchor organisation in that they act as a conduit between statutory bodies, such as the police, and other local organisations. Much of their work focuses on community cohesion.
Coordinating action with partners

Voluntary sector organisations, both at a national and local level, can provide robust and sustainable activities to improve community safety in neighbourhoods. There are already a number of successful activities being run at force and neighbourhood level to improve areas.

Environmental

**Lincolnshire – Big Tidy Up**  
*(Keep Britain Tidy)*

The Big Tidy Up, organised by Keep Britain Tidy, is a national campaign involving numerous agencies. Skegness Neighbourhood Policing Team, working as part of the Skegness Youth Crime Prevention Panel, was one of 6,800 groups across the country that took part in 2009.

The two-day clean up involved over 20 young volunteers in addition to representatives from the NPT, East Lindsey District Council’s Street Scene team and Waste Management Services. The local PCSO said “We had a really enthusiastic bunch of people, all ready to tackle areas across Skegness and Winthorpe where we do have problems with discarded litter.” Areas targeted included Winthorpe, Skegness Train Station and Bus Station and the Seafront areas. Other clean-ups were organised across the force area with future days planned for next year.

For more information on how to get involved in a Big Tidy Up see the Resources section.
Faith-based organisations

Places of worship, faith-based organisations and projects are a critical part of the voluntary sector. Within most communities are places of worship, often providing the bedrock of community services in a local area and providing a key focal point for the local population. There are many examples of formalised projects that have been set up by faith groups to benefit their wider community. The NPIA guidance ‘Working with faith communities’ (2010) outlines more information on this area of work.

Merseyside Police - Redeeming our Communities (City Links)

Several police forces have been working alongside Redeeming our Communities. This is a programme coordinated by the Manchester-based charity, City Links, that promotes the partnership of prayer and policing in order to tackle crime and disorder.

Following initial work between Greater Manchester Police and City Links, the programme has continued to bring together Churches, the police, local authorities and voluntary agencies in partnerships for practical change. The goal is that this initial work will lead to voluntary sector organisations and neighbourhood teams working together to tackle a wide range of anti-social issues, from gun crime and drugs to vandalism and graffiti. Future roadshows are planned across the country. Following a recent event in Liverpool in association with Merseyside Police, City Links will further develop a 10 City Strategy over the coming years.

Street Pastors – Ascension Trust

Street Pastors was established by the Ascension Trust in 2003 alongside the Metropolitan Police in Lambeth. They are an inter-denominational church response to neighbourhood problems that now work in many police force areas. Street Pastor schemes have more than 4,000 trained volunteers and operate in over 170 locations in the UK.

Leicestershire’s Street Pastors gave 37,440 hours of visible patrol and recovered 2,000 discarded hazardous materials (e.g. bottles) from the streets during 2008/09.
Miss Dorothy/ Watch Over Me (Kids Taskforce)

The Kids Taskforce is a Community Interest Company (CIC) dedicated to preventing children and young people from coming to harm. It has worked closely with police forces since its inception and has developed a learning programme for 7-16 year olds. For primary school children, the learning programme is based on a cartoon character called Dot Com and for teenagers, a broadcast-quality soap opera entitled ‘Watch Over Me’ is used.

‘Watch Over Me’ is on DVD and is designed for secondary schools. The soap opera helps teenagers learn how to develop their own strategies for managing all types of risk. The types of risks covered include the danger of guns and knives, radicalisation and terrorism, domestic violence, drugs and alcohol, the journey to school, being home alone, internet safety and road safety. Evaluation by the National Children’s Bureau and Violent Crime Desk at the Home Office showed that teachers believe the programme helps to change behaviour in 90% of children and young people making them more confident and able to handle risky situations safely.

Watch Over Me is available free to all secondary schools in England and Wales as part of a national roll out that is fully funded by central government. A half or one day training session for teachers and/or police staff is also available. The CIC and learning programme is supported by the Association of Chief Police Officers (ACPO), the Chief Fire Officers Association and the Professional Footballers Association. These three agencies have pledged to bring the programme to every child in Britain. The programme is endorsed across government and the resources carry the Department for Children, Schools and Families.

Young people

Youth diversion is a key intervention to keeping neighbourhoods safe. Young people often complain of not having anything to do. This has led some NPTs to deliver their own activities and develop skills in sports training and development. The voluntary sector can help provide more sustainable solutions with communities, sometimes linked to national bodies that have been signed up to by forces and bigger organisations that can provide long-term funding for activities.
Greater Manchester / Merseyside Police – Eden Bus Project

Since 2001, the Eden Bus Project has provided young people of Greater Manchester with somewhere to go in the evenings by encouraging them off the streets and in turn deterring them from trouble. Over the years, the project’s two buses have hosted weekly sessions all over Greater Manchester. The project is aimed primarily at young people between the ages of 13 and 19 who are at varying stages of engagement in antisocial behaviour who experience difficulty accessing activities in the evenings. The Eden Bus offers a safe environment where young people can have fun, chat with the team, ask for help with issues and build healthy relationships. Local police are often involved on the bus and take part in a number of activities. This gives the Police Service a ‘human dimension’ and provides greater accessibility to young people.

Kickz (Football Foundation)

The Kickz concept was born out of discussions between the Metropolitan Police Service and the Football Industry. It was piloted at Tottenham Hotspur, Fulham and Brentford Football Clubs in April 2006 and has now spread to 31 clubs nationally. Using the power of football and the appeal of professional clubs, the Kickz programme targets some of the most disadvantaged young people in the country. Kickz offers 12-18 year olds the chance to take part in positive activity three nights a week, 48 weeks of the year. Many schemes involve local neighbourhood policing teams who help break down negative perceptions held by young people towards the police.
Metropolitan Police – Project YOU

The Metropolitan Police is rolling out Project YOU (Youth Organisations Uniform) across London boroughs after it worked successfully in Croydon. Project YOU coordinates a number of uniformed organisations under one umbrella. It incorporates several groups including Air Training Corp, Army Cadet Force, Boys Brigade, Girl Guides, Scouts, Sea Cadet Corp, St John Ambulance and the Volunteer Police Cadets.

It aims to raise the number of adult volunteers available to deliver positive activities for young people. Working with partners and the Safer School Programme, police are able to appeal to parents and young people and encourage them to join organisations. By raising the profile of the young participants, Project YOU also intends to change the negative stereotypes of young people in society.

The Volunteer Police Cadets are a member of Project YOU. They have seen that encouraging out-of-school activities for those of secondary school age can have a very positive influence on young people. The Volunteer Police Cadets are committed to having 25% of its membership being young people at risk of crime or social exclusion.
Princes Trust

Youth charity The Prince’s Trust helps change young lives. It gives practical and financial support, developing key workplace skills such as confidence and motivation. It works with 14 to 30 year-olds who have struggled at school, have been in care, are long-term unemployed or have been in trouble with the law. For example, the ‘Business Programme’ provides money and support to help young people start up in business. The ‘Team Programme’ is a 12-week personal development course, offering work experience, qualifications, practical skills, community projects and a residential week. ‘Get Intos’ are short courses offering intensive training and experience in a specific sector to help young people get a job. Development Awards provide young people with small grants so they can access education, training or work. Community Cash Awards are grants to help young people set up a project that will benefit their community. "Xl clubs give 14-16 year olds who are at risk of truanting, exclusion and underachievement a say in their education. They aim to improve attendance, motivation and social skills.

Junior Neighbourhood Watch

Junior Neighbourhood Watch (or Kids Against Crime) is a relatively new idea that is finding popularity in many areas in the UK. The scheme aims to engage with young people and encourage them to take an interest in what is happening in their neighbourhoods, to generate an interest and awareness in their personal safety, their community and crime and disorder issues.

Working with local schools, the scheme is aimed at young people aged 7 and older. Police officers, along with partner agencies, deliver sessions during school time or as after school activities (such as Rainbow, Brownie and Beaver groups as well as youth clubs).

Some areas have implemented a 12-module training project, covering topics such as the role of the police, personal safety, crime prevention, anti-social behaviour, bullying, vandalism, drugs awareness, fire safety, road safety, racism, Neighbourhood Watch and use of the 999 emergency number.

One of the skills that young people learn is how to carry out a crime prevention home security survey. This enables them to point out to their parents and grandparents the weaknesses in their home security. The scheme also makes young people aware of their personal safety by acquiring practical skills and knowledge to avoid placing themselves in dangerous situations. In addition, they gain an understanding of the work of the police and Neighbourhood Watch, and become more aware of their own communities and what they can do to improve them. Upon completion of the training, each participating young person is given a certificate. For further information about the Neighbourhood and Home Watch Network go to www.mynhw.co.uk
Avon & Somerset – Community Play Rangers

Community Play Rangers, a local charitable group working with children, was supported by grant-funding from the Big Lottery, local Children’s Partnership and the local Crime and Disorder Reduction Partnership to develop and deliver play schemes in term-time and holidays. Beat managers and PCSOs across the local authority worked with the play rangers to develop understanding of local issues, and present the evidence in funding bids. Play sessions and ‘fun days’ gave teams regular opportunities to engage with communities and build links between statutory agencies, community groups, and children/parents living in vulnerable neighbourhoods. PCSOs were also involved in the project steering group. The project empowers children through free choice, the ‘openness’ of the activity and being involved in planning and evaluation. Children feel safe and therefore enjoy taking risks and being challenged physically, emotionally and mentally. The project is, by its very nature, accessed by a high number of children who may be experiencing some level of social and/or educational exclusion. Children are focused and challenged, engaging in activities that promote self-esteem.
Support for families and individuals

**Action for Children – Family Intervention Projects**

Many CDRPs/CSPs have commissioned Family Intervention Projects through voluntary sector providers. One of the providers of this work is Action for Children who provide intervention workers for families at risk of eviction or homelessness because of anti-social behaviour. An intervention package is put in place, providing a tailored, intensive and in many cases, long-term approach to tackling antisocial behaviour. Findings from a two-year research study found that 82% of families achieved a reduction in complaints, 95% maintained their tenancies and school attendance improved in 84% of families.

**British Transport Police – suicide prevention (Maytree)**

British Transport Police (BTP) officers frequently encounter people who are distressed, vulnerable or suicidal. Prior to work with Maytree, officers used formal action under Section 136 of the Mental Health Act 1983 as, although it may not always have been the most appropriate course of action, it was often the only practical option at the time. In cases where this action has been attempted but no further detention under the Act is possible given the circumstances, BTP staff now have the option of referring people to Maytree if it would be of benefit to them.

Maytree offers a one-off four-night stay in a safe, non-medical residential setting in Finsbury Park, North London, where people who are in extreme suicidal distress and despair can talk, reflect, rest and restore hope without judgement and in confidence. All stays are subject to an assessment to evaluate need, the risk and the likely benefits, and to ensure house rules are understood. A stay is generally more beneficial to individuals in the midst of a one-off crisis rather than those suffering long-term mental illness or addiction. Maytree offers guests a room, shared facilities and an ongoing opportunity to talk with a befriender.

**St Mungo’s**

At local levels several neighbourhood policing teams work alongside St Mungo’s homelessness charity to refer members of the street population and other vulnerable people. Many of these people need support to tackle alcohol and drug dependency, as well as mental health issues.

**Gloucestershire – Police Village Agents Scheme**

The Village Agents Scheme is a community organisation run by the rural council who are seeking to bridge the gap between the local community and those organisations who can provide help and support. The service is primarily aimed at those over the age of 50 and based in the most isolated parts of the community. Neighbourhood staff are now using this as a means of engaging with older people in rural communities.
Supporting Victims

There are many national and local charities supporting victims and witnesses of crime. National charities such as Victim Support work across the country to provide support and help for victims. Other charities provide specialist support for specific issues, for example Women’s Aid which focuses on domestic violence issues. There are many examples of local charities providing support at a neighbourhood level. NPTs may wish to tap into the expertise and support services of these charities, particularly when dealing with issues such as hate crime.

Victim Support

Victim Support is the independent national charity for people affected by crime. Staff and volunteers provide free and confidential information, emotional support and practical help to victims of crime, their family, friends and other people affected. This support is provided to victims regardless of when the crime happened or whether it was reported to the police. Victim Support has a network of offices across England and Wales running and co-ordinating community-based services. The organisation also runs the Witness Service in every criminal court to help those called as witnesses and a Victim Supportline (0845 30 30 900) which gives immediate help over the phone.

As well as providing services, Victim Support campaigns for greater awareness of the effects of crime and to increase the rights of victims and witnesses. The organisation is part funded by government but remains an independent charity that also relies on donations and sponsorship.

Victim Support Anti-Social Behaviour Outreach Project (Leeds)

The Anti-Social Behaviour (ASB) Outreach Project provides tailored support to victims and witnesses of anti-social behaviour and their families, regardless of whether or not a crime has been reported. The Project is also one of the longest-running ASB initiatives, having been set up in 2004 using Trailblazer funding, and over the past five years the team has provided vital practical and emotional support for victims.

Dawn, part of the ASB Outreach Project, says that “One family I have been working with was continually becoming the target of hate crime.” They were having stones thrown at their house, and thrown at them when they were in the street, their cars were being scratched and damaged, they were verbally abused, and people were shouting things through their door intercom system.

“They were being victimised in their own neighbourhood by a local gang, and it was a case of a long-term hate crime campaign.

“I went out to visit the family, and sitting in their front room talking to them, you could see their despair at not being able to get on the housing list and find alternative accommodation. The situation was made even more difficult for them because English was not their first language, and their 11-year-old daughter was acting as an interpreter.

“We were able to talk to the police and get regular visits for the family from the local Police Community Support Officers. We also spoke directly to housing, and got the family on the priority housing and direct let list, and finally they were offered the sort of home they needed, which was fantastic for them.”
Women’s Aid – Domestic violence services

Women’s Aid, as well as other voluntary sector organisations such as Refuge, operate a network of refuges and community-based support services across the country for women and children who need advocacy and support and a safe place to stay. Specialist refuge and support services also exist for victims who might experience additional barriers to reporting or escaping domestic abuse. There are also a number of specialist refuges and support for women with learning disabilities, ethnic minority women and gay men.

Guidance on Investigating Domestic Abuse (ACPO/NPIA, 2008) outlines that the Police should provide domestic violence victims with referral details of independent advocacy or outreach services where available. Independent Domestic Violence Advisers (IDVAs) are especially valuable to victims from minority communities where there are language barriers or a lack of knowledge of, or confidence in, the UK criminal justice system.

In areas where specialist services do not exist, police officers should seek information from the National Domestic Violence Freephone Helpline (0808 2000 247) to establish the nearest specialist support service.
Crime Prevention

Neighbourhood Watch

Nationally there are over 7 million Neighbourhood Watch members providing support to neighbourhoods across the country. The Neighbourhood and Home Watch Network provides strategic direction for neighbourhood watches nationally. It provides links to 10 regional groups including the police and neighbourhood watches, 43 police force leads, Neighbourhood Watch Coordinators and grassroots schemes.

Suzy Lamplugh Trust

Suzy Lamplugh Trust works to raise awareness of the importance of personal safety in order to help people to avoid violence and aggression and live safer, more confident lives. The Trust works alongside community groups, government, the police, the educational establishment, public bodies and the business sector to encourage safety wherever people may be at risk – in the home, at work, in public and in schools and colleges, on public transport and when travelling at home or abroad.

In 2002 the Trust established National Personal Safety Day in order to highlight certain personal safety issues to the general public and to put across some simple, common sense safety messages. This has grown over the years and National Personal Safety Day 2009, which was about safety on public transport, attracted support from schools, colleges, community groups and local authorities around the country – as well as from both Transport for London (TfL) and British Transport Police (BTP). BTP teams held safety surgeries and handed out safety information at train stations across the UK. Transport for London and NPTs gave out safety information and advice at over 30 locations in and around London – including tube stations, bus terminals and town centres.
Crimestoppers

Crimestoppers is an independent UK charity, established over 20 years ago, that helps to find criminals and solve crimes. Members of the public can contact the charity and give crime information anonymously either through the 24 hour hotline (0800 555 111) or through the website.

The identity of people providing the information is never known to the police or criminals and therefore anybody who has information about criminal activity can pass it on, without living in fear of the consequences.

Rewards are also available and are paid without compromising anonymity. In addition, the charity runs the ‘UK’s Most Wanted’, the only national online resource of suspected criminals wanted by the police. The public can view photographs, CCTV stills and descriptions of suspects and can either call the charity directly or complete an online form.

South Yorkshire Police – Over 50s event - Age Concern and Sheffield 50+

South Yorkshire Police have been working with Age Concern for over four years on an Over 50s event. The charity provides the audience for the event which aims to raise issues and provide crime prevention advice through a number of scenarios including bogus callers/ rogue traders, anti-social behaviour, road safety, safety in the home and fire safety.

The event first ran over one week but is now so popular it is run for two weeks. Over the years the audience has grown from 300 from across the county to over 1,000 attendees. The scheme has also broadened its work with voluntary sector organisations and now includes Neighbourhood Watch, Victim Support and the local Rotary Club. Further links are being made with the Mothers Union and local churches that are helping to increase audiences even further.
Answers

The table below outlines some key activities that NPTs can undertake to work more closely with voluntary sector organisations.

**Example Activities**

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<th>Activity</th>
<th>Description</th>
<th>Benefits</th>
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| Map all voluntary sector organisations on your patch that are working on issues relevant to your work and make contact with them. | Find a single point of contact at each agency and discuss how their current work might link to yours.  
There may be commissioning opportunities through the BCU Fund, the Crime and Disorder Reduction Partnership or Children and Young People’s Partnership. However, the focus should be on using their existing capacity. | Access knowledge and expertise in relation to issues you may be working on.  
Contact with people perceived as ‘hard to reach’ in your area.  
Helps break down ‘us and them’ attitude.  
Better use of resources available in a neighbourhood. |
| Check with your Basic Command Unit/NAVCA/Community Alliance about relevant voluntary sector organisations that might be based in other parts of the district/area but who cover your neighbourhood. | Find out the organisations offering services relevant to your work that can provide relevant expertise and work or receive referrals from your area.  
Examples of services include: victim support; expertise on working with LGBT or BAME communities; volunteering agencies; environmental work; domestic violence. | Brings in expertise from outside the neighbourhood area.  
Helps NPTs broaden their knowledge of other support services available to them and the community from outside the neighbourhood. |
| Encourage voluntary sector groups to link up and coordinate activity together where appropriate.  
NB – there may be funding/political sensitivities involved so get to know the agencies first. | Some voluntary sector organisations may better coordinate their support for NPTs by joining up and pooling their volunteers, support networks and activities. | More focused approach to delivery.  
More comprehensive overview of activities provided by voluntary sector organisations.  
Better coordination of volunteers. |
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<th>Activity</th>
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<td>Organise talks/events alongside voluntary sector organisations.</td>
<td>NPTs can work with local projects, taking part in activities. Other agencies can help NPTs engage communities and bring an audience to a crime prevention event (e.g. Age Concern, BAME groups, young people, etc.)</td>
<td>Helps break down barriers with communities. Helps NPTs access community members who are perceived as ‘hard to reach’.</td>
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<tr>
<td>Encourage people to volunteer with voluntary sector organisations.</td>
<td>Community volunteers are vital to the ongoing work of voluntary sector organisations. Encourage people to volunteer, perhaps as part of the Neighbourhood and Home Watch Network, as a Victim Support volunteer, a volunteer on a youth activity, etc. Some areas provide structured patrols by community volunteers (e.g. Street Pastors/Angels). Encourage local people in your area to join.</td>
<td>Helping the sustainability of the voluntary sector. Contribution to crime reductions.</td>
</tr>
<tr>
<td>Acknowledge the work of voluntary sector organisations.</td>
<td>If a voluntary sector organisation is supporting the work of your NPT acknowledge them in newsletters, feedback, letters, events and websites.</td>
<td>Helps further build relationships between NPTs and the voluntary sector.</td>
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Conclusion

Voluntary sector organisations provide a wide variety of valuable support, services and projects in neighbourhoods across the country. NPTs can increase the service that they give to their communities by engaging and working with them. This joint working can bring a number of potential benefits. These include improved links with the community, more diversity of engagement and added value to the delivery of safer and stronger communities.

This guide has outlined the potential benefits, as well as the challenges, of working with the voluntary sector.

There is an ongoing national drive by the police service to ensure the confidence of the communities they serve and tackle the issues that affect them. With good engagement and joint working, voluntary sector organisations can play a vital role in that process.
References

ACPO/NPIA: Guidance on Investigating Domestic Abuse
Key Facts on the Voluntary Sector, Cabinet Office, London (July 2009)
Cabinet Office (2009)
Resources

Includes voluntary sector organisations outlined in the guidance as well as other useful contacts

ACEVO (Association of Chief Executives of Voluntary Organisations): A membership body for voluntary sector Chief Executives with over 2,000 members. Has a special interest group for Crime and Justice which can provide a link between senior officers from the voluntary sector.

Action For Children
Age Concern
bassac (British Association of Settlements and Social Action Centres)
Better Outcomes: Commissioning for Children and Young People
City Links
Clapham Park Project
Commission for the Compact
Community Alliance
Community Safety Advisory Service (CSAS)
Crimestoppers
Kickz
Kids Taskforce (Miss Dorothy)
Cabinet Office
Maytree
National Council of Voluntary Organisations (NCVO)
NAVCA (National Association for Voluntary and Community Action): details all local umbrella bodies for voluntary and community action including voluntary sector agencies, volunteering opportunities and faith groups

National Council for Voluntary Youth Service
National Search and Rescue Dog Association
Neighbourhood and Home Watch Network
Prince’s Trust
Samaritans
Social Return on Investment (SROI)
St Mungo’s
Street Pastors (Ascension Trust)
Suzy Lamplugh Trust
Social Landlords Crime and Nuisance Group
Voluntary Sector journal
Victim Support
Women’s Aid: Contacts for local specialist domestic violence services can be found on the WA website
  - The Hideout (website for children and young people).
  - National Domestic Violence Freephone Helpline (0808 2000 247)
Youth Sector Development Fund (YSDF)
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Thomas Naughton
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Jenny Okilikah
Home Office
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<td>Lindsey Poole</td>
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Working with volunteers
Foreword

Volunteers can undertake a wide variety of activities in support of the work of the police. The aim of the guide is to help Basic Command Unit commanders, partners and neighbourhood team officers to work more closely with volunteers.

Evidence so far from the Citizen Focus and Neighbourhood Policing Programme shows that three key factors improve community confidence and lead to neighbourhoods becoming safer as well as communities feeling safer:

- Increasing police visibility
- Engaging with local communities to identify their concerns and priorities
- Working with local communities to solve the problems that matter to them.

This guide has been published after extensive consultation with police forces, partners, government agencies, and other practitioners from statutory, private and voluntary sector agencies. We have been reliant on case studies sent to us by police forces, partners and other agencies we have contacted. We realise that there may be many more examples of activities taking place across the country and would welcome further contributions being sent to us for consideration.
Neighbourhood Policing Teams (NPTs) have quickly established themselves as an integral part of operational policing across England and Wales. Neighbourhood policing is about engaging with local communities to identify their concerns and priorities, increasing police visibility but also, and crucially, working with local communities to solve problems that matter to them.

NPTs engage with many sectors of the community and have built strong relationships with individuals and community groups. By working alongside volunteers there is an opportunity to tap into the rich human resources, skills and knowledge provided by members of the local community.

Volunteers are already adding value to many NPTs across England and Wales.

There are different types of volunteer who help support neighbourhood policing:

- Neighbourhood Watch volunteers (over 7 million nationally)
- Police Support Volunteers (over 6,000 nationally)
- Special Constables (14,000 nationally)
- Other community volunteers such as Community Crime Fighters, Volunteer Police Cadets and those who volunteer with voluntary sector organisations (in addition to Neighbourhood Watch volunteers).

Volunteering with the police is nothing new. Special Constables have been used within the Police Service for hundreds of years. They now number over 14,000 nationally, working alongside fully sworn officers and Police Community Support Officers (PCSOs) to tackle crime and disorder.

Neighbourhood Watch (also known as Home Watch) was established in the UK in the early 1980s after originating in the United States and quickly became very popular. It is now the biggest voluntary movement in the country.

The use of Police Support Volunteers (PSVs) in Britain is a more recent phenomenon. The first known scheme can be traced back to 1992 in Kent. Today PSVs are widely used in over two-thirds of forces undertaking over 100 roles for police forces nationally.

Other community volunteers provide a number of important services for communities, including street patrols, projects and other activities.
Volunteering

Volunteering can be described in many ways. The Home Office definition states that a volunteer is someone ‘who commits time and energy for the benefit of society, the community, environment and/or individuals, undertaking this freely and by choice, without concern for financial gain’.

Volunteering in England is a highly popular activity. In 2008-09, 41 per cent of adults volunteered formally at least once in the 12 months prior to interview, with 26 per cent having volunteered formally at least once a month (Helping Out: a National Survey of Volunteers and Charitable Giving 2007). Volunteers contribute significantly to local communities, individual lives and the environment, and in economic terms are estimated to contribute £22.7 billion to the economy. In 2007/08 the number of people formally volunteering in England was 17.7 million (at least once a year) and 11.1 million (at least once a month).

National drive to work with volunteers

At a national level, there is an increased appetite for encouraging volunteering.

The government has a firm commitment to Build a ‘Big Society’ which involves giving citizens and communities the power and information they need to engage and solve problems together.

It encourages families, networks, neighbourhoods and communities to engage and work on local issues together. It also includes a range of measures to encourage volunteering and involvement in social action, including the launch of a national ‘Big Society Day’, the introduction of a National Citizen Service for young people, and ongoing volunteering opportunities for everyone.

“Volunteering is the ultimate form of community engagement. Whilst professional services are absolutely essential, the criminal justice system should not be seen as something only delivered by paid professionals for communities. Communities should and need to take some ownership of those services themselves. Individuals must feel empowered to create local solutions to local problems, and this can be achieved, at least in part, through volunteering.”
Building trust and confidence

Robust evidence suggests that confidence can be improved by fully implementing neighbourhood policing through quality problem-solving, targeted foot patrol and community engagement. Each of these activities may be suitable for being supplemented by volunteers.

NPTs have built strong relationships with many individuals and community groups, and are involving people in identifying what matters to them locally. There are, however, further methods for reaching deeper into communities that we are just beginning to take advantage of.

Volunteers can bring diversity and much needed links to perceived ‘hard to reach’ communities. For example, a survey produced as part of the National Strategy for the Special Constabulary found that 32% of Specials are female and 6% are from ethnic minorities compared to 21% female and 3.5% from ethnic minorities amongst regular officers.

Why people volunteer

People volunteer for many reasons, sometimes altruism, sometimes personal, but always for a purpose. Volunteering empowers people. It is rewarding for individuals. It cuts across divides such as age, race and gender which isolate and alienate people. It strengthens the bonds between individuals which are the bedrock of a strong civil society. And in doing so it helps to create a sense of citizenship.

Volunteers feel they gain from their volunteering in many different ways. Above all it gives them satisfaction and enjoyment. However, the benefits of volunteering are not felt evenly, not least because some groups face more barriers to getting involved than others. Those with no qualifications and those from specific ethnic minorities, for example, have been shown to volunteer less and have become the focus of initiatives to increase participation.

Benefits to the volunteer can include (with the corresponding national statistics):

- Sense of satisfaction from seeing the results of their volunteering (97%)
- Enjoyment (97%)
- Social benefits – the opportunity to meet people and make friends (86%)
- Opportunity to learn new skills (61%)
- Improved employment prospects (25%)
- Opportunity to gain a recognised qualification (14%)

Working with volunteers

This section will look at the different types of volunteers that you may work alongside as part of an NPT. It will highlight activities that volunteers can get involved in and support available. For ease, we will look at each category of volunteer separately. However, it is important to remember that the categories are not mutually exclusive. For example, a Police Support Volunteer may also be a Neighbourhood Watch Coordinator and vice versa.

Police Support Volunteers

Police Support Volunteers (PSVs) are members of the public who freely give up their time to help the police, usually on police premises. They are now represented in the majority of police forces. PSVs are drawn from all parts of the community. They are not members of staff, do not wear uniforms and are not warranted. They perform their agreed voluntary roles alongside police staff and officers and are vetted to a level appropriate with the roles they are asked to fulfil. PSVs support officers and civilian staff. They do not replace staff roles or prevent the employment of police staff.

Since the first known scheme was established in 1992, the use of PSVs has grown and 75% of police forces in England and Wales now have volunteer programmes. There are currently over 6,000 Police Support Volunteers across the country performing over 100 different roles.

Police Support Volunteers at a glance

- There are over 6,000 Police Support Volunteers across the country.
- Volunteers perform over 100 different roles.
- Three quarters of forces have volunteer programmes.
- The use of PSVs is expected to increase by 70% between 2008-2012.
- 23 forces have paid volunteer coordinators.
The number of PSVs increased by 60% between 2006 and 2008 with a further increase of 70% forecast by 2012 (PSV Survey 2008).

In 2007, a PSV Programme Board was established to provide support and guidance to forces taking part in volunteer programmes. The PSV Programme now has a formal business plan to fully incorporate volunteering into police culture by 2013.

The development of programmes varies greatly up and down the country. Such schemes can encourage members of the public to share their expertise and skills with local police teams, acting as a conduit for community engagement links by opening their doors to members of the community who may not otherwise have a need to engage with their local police force.

Therefore in addition to providing valuable support PSVs may play a part in helping to improve confidence.

A PSV Board has been set up by the NPIA and each area of England and Wales has a regional coordinator that can be approached about any issue. There is a national business plan and an NPIA PSV web site has been developed outlining information on how to get the best out of volunteers, including case studies and policy documents. The website can be found [here](#). The NPIA Workforce Strategy Unit has developed a toolkit for constabularies: ‘Police Support Volunteers: Helping Safer Communities’.

There is also an online ‘collaborative platform’ where forces can share issues and ideas. The NPIA has a list of force contacts for PSV. To find out who your force coordinator is check with your BCU or make contact with the NPIA by clicking [here](#).

The PSV website provides a wealth of information to support forces in setting up and developing a PSV scheme. The Annex outlines more information covered on the website.
The potential benefits of using Police Support Volunteers

There can be benefits to using volunteers if the process is managed properly. They can:

- bring more diversity to the policing family and better reflect the community that the team serves
- have a better understanding of how police teams work, potentially leading to greater confidence
- become advocates for the police service within the community
- improve links to the community
- enhance and add value to core tasks undertaken by the team by providing support
- enhance enthusiasm and provide a fresh set of skills to a team
- provide a cost effective way to enhance frontline policing
- decide to join the service as PCSOs or fully sworn officers.

Anecdotal feedback from forces from a recent NPIA PSV survey (2008) included many positive comments which highlight the important role that volunteers can play:

- “Volunteers undertake tasks which would otherwise not be completed, support staff, represent the police, involve the community, provide enthusiasm, raise the ‘feel good’ factor in the workplace but above all provide quality.”
- “Volunteers have helped to build trust with our communities.”
- “Volunteers improve the efficiency of our force and improve the professional and high quality of service we provide to the public.”
Metropolitan Police – Volunteer Programme

The Met Volunteer Programme is now active in all 32 boroughs as well as in some other specialist business units across the MPS. Unlike the Special Constabulary they do not wear a uniform and are based within police sites undertaking a range of supporting volunteering tasks. There are 1,550 volunteers doing over 70 volunteering roles. Volunteers are diverse with a BAME (Black and Minority Ethnic) mix of 44%. 18% of the team are aged 18-24, and 20% are over 65 with 5% of these being over 75. Met volunteers benefit the force in many ways. They bring a wide range of experience and skills to the teams that they support and add value by way of enhancement to the work of core staff – freeing them up to concentrate on what they were trained to do. Volunteers also encourage closer relationships between the community and NPTs by involving a wider range of London’s citizens. By engaging with volunteers, the police can get a better understanding of local concerns and issues relating to crime.

Warwickshire – volunteers aiding community engagement

Warwickshire has seen significant benefits to its levels of community engagement as a result of having the right Police Support Volunteers working within the force. Hate crime training that was recently provided to all frontline staff was assisted by Key Individual Networks who have become volunteers and regularly give their time. Members include individuals from Gypsy and Traveller, Lesbian, Gay, Bisexual and Transgender (LGBT), African-Caribbean and disability communities. Many of these volunteers regularly give their time and enable police officers and staff to increase their awareness of diversity issues.
Measuring the benefits

Measuring the benefits of volunteering is not always easy. Volunteering is not free, a fact often forgotten. At the same time, the efficiency gains resulting from the use of volunteers are often also overlooked in any business case.

The use of a VIVA (Volunteer Investment and Value Audit) can help to quantify the benefits of using volunteers. VIVA has been implemented by many large and small voluntary groups since its creation in 1996. It has been used in the public sector and employer-supported volunteering, and is approved by the National Centre for Volunteering and the Government.

Details of how to undertake a VIVA can be found [here](#).

When Thames Valley Police completed a VIVA in 2009 it showed that for every £1 invested in its Police Support Volunteer programme there was a return of £2.43 (Source: NPIA PSV website).

**Lancashire – Volunteer Programme**

Lancashire has a well-funded central team in place to coordinate volunteers across the force. It sets policies, ensures the territorial divisions have guidance and the ability to deliver, and provides vetting of volunteers for the rest of the force. Each of the six territorial divisions has their own volunteer coordinator, although individual volunteers have their own line managers who set day-to-day tasks.

The benefits they have brought to the force include:

- making the policing family more diverse and representative of those they serve
- opening up an organisation that was perceived to be quite closed and opaque
- increasing public confidence and giving the police a more ‘human face’.

Volunteers act as a bridge to local communities. They provide knowledge and insight into communities that many police officers did not previously have access to, and help to organise Police and Community Together (PACT) meetings.

The arrival of volunteers has increased the diversity of the policing family. Whereas policing is still a male dominated profession, 67% of volunteers are female. 6% of the volunteers are from a BAME background, in comparison to 4% of the workforce. The constabulary feels that this has had a large impact on how they police.

The police force has often been perceived as a very closed organisation. The influx of volunteers has made them more open and reflective of the communities they serve.

Since the scheme started, Lancashire Constabulary has taken on 637 volunteers with an attrition rate of only 12 (6 of these went on to get jobs with the constabulary).
How Police Support Volunteers can support NPTs

In many forces, PSVs are already working to support NPTs in a variety of ways.

Volunteers are used in a wide number of roles depending upon the needs of each individual force.

Volunteers can undertake many different roles and the only restrictions on development are due to health and safety and not replacing staff / preventing staff employment.

Nationally, volunteers undertake over 100 roles, some of which are outlined below:

- Administration
- CCTV
- Chaplaincy
- Communications
- Community Safety
- Coroners
- Counter Services
- Crime Reduction
- Domestic Violence
- Drugs & Alcohol
- Major Incidents
- Mentoring
- Neighbourhood Policing
- Neighbourhood Watch
- Strategic Assistance
- Training
- Valeting/ Stores
- Witness liaison
- Working with animals
- Working with children

A snapshot of some of these activities (with case studies) can be found in the Annex.

It is important to note that volunteers do not replace officers or staff or prevent the employment of a new staff member in any way. They are there to add value and provide support and activities that would generally not normally be available due to fully sworn police officers or police staff not having the capacity to undertake certain tasks. Volunteer role profiles need to be drawn up at Basic Command Unit / force level and agreed with unions before volunteers are used. These will clearly highlight that the role is not replacing a paid role but providing support that would not otherwise be available.
Special Constabulary

Each force in England and Wales has its own Special Constabulary, or volunteer police officers. Special Constables have the same powers as regular officers and wear a similar uniform. Many volunteer police officers are linked to NPTs.

With over 14,000 officers in England and Wales, the Special Constabulary now equates to around 9% of the number of full time equivalent regular officers. The average Special provides 171 hours of duty (excluding training) per year. There is currently a national drive to increase the number of Special Constables.

There is a national strategy for the Special Constabulary and dedicated web-based resources. Nine Regional Coordinators are available to support forces in the recruitment, management and marketing of resources for their use. More information is available on the website.

Lancashire – Special Constabulary (Operation Trojan)

Lancashire has Special Constables aligned to NPTs across the county. Special Constables have worked alongside other NPT colleagues on Operation Trojan which aims to reduce crime and disorder problems on public transport. Special Constables worked in plain clothes on buses to catch offenders who caused criminal damage to buses and other vehicles. As a result, missile attacks on buses fell by 61%, saving over £80,000 in Blackburn, Burnley and Padiham. Overall damage to buses fell by 66% and the force is now considering setting up a specialist team of Special Constables based within the Safer Travel Unit working across all bus networks.
Cheshire Constabulary – Volunteers as recruitment assessors

In October 2009 Cheshire Constabulary were selected by the NPIA to become the trial force for the New National recruitment standard for Special Constables. The principles of the National standard were to replicate the assessment method used to recruit regular police officers but tailor the exercises to that of a Special Constable.

The new recruitment model relied heavily on running an assessment centre which had various exercise syndicates. The process is now commonly known as SARP (Specials Assessment Recruitment Process). The SARP requires qualified assessors to mark written papers and interview perspective candidates. Cheshire was very keen on this new practice but wanted to ensure that the existing volunteers themselves were involved in the recruitment of additional volunteers into the police family.

The NPIA agreed to train a mixture of Special Constables, Police Support Volunteers and police staff. Selection of colleagues was done purely on a voluntary and availability basis. Trained assessors needed to commit to four weekend days acting as assessors after the initial training period. The pilot assessment centres have been successful and the use of volunteers to assess other potential volunteers has been a very credible approach. Cheshire has since held two further training courses and have 30 qualified Specials Recruitment Assessors across the police family. Cheshire are now actively looking to place further volunteers on its available assessor list and have included the role as an option for perspective volunteers.
Volunteer Police Cadets

Volunteer Police Cadets are young people aged between 14 and 18 who usually meet once a week to engage in constructive activities and try new opportunities.

Meetings usually include drill/inspection, some sort of physical activity, a guest speaker or input on a police related topic as part of an ongoing training programme. Cadet Units involve themselves in other activities at weekends and in school holidays which may include going away on camps/adventure weeks to different parts of the UK or even abroad. Various Cadet competitions are also held during the year, which test the skills they have developed.

Cadets often perform duties in support of local policing plan objectives. This is particularly the case in relation to NPT initiatives. Whilst they are not allowed to patrol with police officers, the Cadets can perform tasks such as crime prevention initiatives, message/leaflet delivery, test purchase operations to combat underage sales of alcohol, fireworks and knives and involvement in non-confrontational local events.

Metropolitan Police - Volunteer Cadet Profile

Police regularly attend a Pupil Referral Unit (PRU) and engage with the staff and the pupils there. Over a year ago, following a number of thefts of mobile phones, the head teacher conducted enquiries (not involving the police) and had specific concerns regarding one particular pupil in relation to gang membership. An officer from the local NPT attended the PRU and offered to speak to the youth in the presence of the head teacher. During this conversation it became apparent to the officer that the young man was someone who craved to be a member of a group. As part of their frank discussion it was clear that he was a gang member and craved the kudos that that gave him but was unaware of the potential pitfalls and dangers.

After suggesting to the pupil that he could join a ‘gang’ called the Cadets to try new activities, the young male asked to attend the meeting of the Cadets that evening.

The change in his behaviour and the fact that he was a member of the Cadets assisted the PRU placement panel in reintegrating him into a new secondary school. He has recently signed up with Trading Standards and is looking forward to assisting in age related sales.
Community Crimefighters

The Community Crime Fighters programme was developed by the Home Office to foster stronger links between crime-fighting agencies and the communities they serve. Community Crime Fighters are members of the public who are already actively involved in their communities and want to do or know more.

There are now nearly 4,000 trained Community Crime Fighters around the country. They are members of the public who are already active in their community and who want to know more about what they can do to help tackle crime and anti-social behaviour.

The Community Crime Fighter training has given them the knowledge, skills and confidence to act as advocates for their communities in relation to the police and criminal justice agencies. The scheme does not confer additional status, any formal role or authority on those who participate. However it recognises that those who are committed and want to play their role in keeping their communities safe need encouragement and support in fulfilling these crucial roles in our neighbourhoods.
Neighbourhood Watch is one of the biggest voluntary crime prevention initiatives. Sometimes known as Home Watch, it originated in the United States and in the early 1980s came to the UK, where it quickly became very popular.

Neighbourhood Watch is based around the idea of an active community working in partnership with the police, and a shared value focused on bringing local people together. At its most basic level, Neighbourhood Watch consists of a group of like-minded neighbours getting together to help reduce crime where they live and making their communities safer.

There are over 7 million Neighbourhood Watch volunteers across England and Wales. Although Neighbourhood Watch (or Home Watch in some areas) schemes are set up slightly differently in each area they are all founded on the belief that ‘getting together with your neighbours to take action can cut local crime’.

The 2006/7 British Crime Survey across England and Wales showed that in that year:

- Neighbourhood Watch covered approximately 3.8 million households;
- an estimated 16 per cent of households were members of a Neighbourhood Watch scheme and;
- 75 per cent of households who were not members said they would join a scheme if there was one in the local area.

NPTs will come into contact with Neighbourhood Watch volunteers on a regular basis. There is a single point of contact for each force area. Check with your Basic Command Unit (BCU) if you are unsure who the contact is.

A Neighbourhood Watch Toolkit is available [here](#) providing a wealth of information including how to set up a scheme, information on crime prevention, producing publicity material, funding and sponsorship and managing meetings.

At a local level, NPTs should maintain close links with Neighbourhood (Home) Watch Coordinators to enable a two-way flow of communication and keep volunteers abreast of issues in the neighbourhood that they may be able to help with. Communication from Coordinators may take place through meetings or updates given through a suitable communication system, newsletters and meetings.
Neighbourhood Watch schemes do not follow a set structure. However, most schemes have these important aspects in common:

- Schemes are run by their members, who all take steps to prevent crime, improve safety and reduce the fear of crime.
- Schemes are generally led by a resident volunteer co-ordinator, whose job it is to get people working together and make sure things get done. The co-ordinator liaises with the police and acts as a voice for the community. Some schemes also have a committee that meets regularly to plan which problems to target and which actions to take.
- Schemes are supported by the police, the local authority and sometimes by local Neighbourhood Watch associations. Members receive information and messages from the police, their local association or the local authority. This vital communication link helps to motivate members and keep schemes active.
- Each scheme is a community initiative, supported by the police but not run by them. The scheme’s success depends on what the members make of it as well as the level of support provided by the local police.
- Neighbourhood Watch schemes vary in size – they can be large, covering most of the houses on an estate, or they may involve just a few houses.

The Neighbourhood and Home Watch Network (NHWN) represents all Home Watch and Neighbourhood Watch members across England and Wales. It is the body which engages with the Home Office and other parties on the National Strategy Group for Watch Issues, at the strategic level. The website www.mynhw.co.uk, is recognised by the Home Office and Association of Chief Police Officers (ACPO) as the official website for all registered Neighbourhood Watch and Home Watch members across England and Wales.

Durham – Farmwatch

Farmwatch is a partnership between the farming community and the police which encourages vigilance, communication and intelligence sharing in order to prevent crime and promote reassurance throughout the farming and rural community. In May 2009 Operation Sandfish achieved the most volunteers ever on a Farm Watch event. Four police forces were involved and 111 community volunteers took part. In early 2009, three men were caught stealing lead from the roof of a rural parish church due to the vigilance of patrols mounted by local volunteers.
For an organisation of over 7 million people there is a clear need for a representative structure which ensures that Neighbourhood and Home Watch members are plugged in to all appropriate levels of influence.

This structure was agreed by the Neighbourhood and Home Watch movement in early 2007 at a series of symposia held around the country. The feedback from these symposia led to the Neighbourhood and Home Watch Network for England and Wales (NHWN) being formed in July 2007. The structure is supported by the Association of Chief Police Officers (ACPO) and the Home Office as well as the National Strategy Group for Watch Issues (NSGWI).

The diagram below outlines the structure of the Neighbourhood and Home Watch Network.
Merseyside – Homewatch
Margaret is the Chair and Coordinator for Homewatch in Sefton, a role that she has fulfilled in a voluntary capacity for twelve years. Margaret has set up a number of Homewatch schemes in Sefton, providing both reassurance to the community and invaluable assistance with information gathering, crime prevention advice and support for the force in general.

In one case a disabled man was having eggs and stones thrown at his windows and knocks on his front door. After contacting Margaret she arranged for a camera to be installed at the property and carried out reassurance visits. On one occasion when stones were thrown at the window the victim called the police who were in the vicinity. The police were advised as to what had been caught on camera and two youths were stopped in the area. Initially they denied responsibility but then admitted what they had done when confronted with the footage. There were no further incidents.

In another case a member rang Margaret to inform her about suspected drug dealing. She liaised with the police intelligence unit who advised her how to gather information. As a result the Homewatch member supplied her with the times cars visited, makes and registration numbers and eventually which flat the person lived in and where the flat was in the building. The end result was a raid that took place in which drugs were found. The Neighbourhood Policing Team worked with Homewatch members to ensure that the community was informed of the results.

Leicestershire – Chilloutzone
Harborough District Neighbourhood Watch has produced a website for pupils to access crime prevention advice and general curriculum advice without them having to search the web. The Chilloutzone web site was designed by School Watch, a sub committee of Market Harborough Neighbourhood Watch Support Scheme.

The site offers local children of school age a safe environment to have fun alongside education and self awareness. The characters who guide pupils between 5 and 18 years old around the site were created following a competition involving over 28 schools in the district.
**Greater Manchester Police – recruiting Neighbourhood Watch KINs**

After recruiting local residents as the ‘eyes and ears of the community’, police in Gorton reported decreases in crime. Feeding back crime reduction successes at the Sacred Heart church in Gorton, Manchester, the local Inspector attributed reductions in crime to engaging with residents.

Crack house closures, drug seizures and arrests have been attributed, alongside close partnership work, to more officers on the street and the strong relationship with residents. Most residents belong to Neighbourhood Watch and are members of Key Individual Networks (KINs), working with police to reduce crime and antisocial behaviour. The local NPT hopes eventually to have a key individual on every one of the 730 streets covered by the local neighbourhood management area. From an initial recruitment of 100 KINs, more than 350 are signed up – almost halfway to the target.
Working with volunteers from voluntary sector organisations

There are over 137,000 charities and 61,800 social enterprises in England and 600,000 informal community organisations in the UK (Cabinet Office, 2009). This means the chances of NPTs coming across volunteers working for voluntary sector organisations is high. There are many examples of local volunteers supporting NPTs and wider community safety issues through their voluntary sector organisations.

Some examples of how their volunteers may help you are outlined below:

**Victim Support**
Over 6,000 volunteers work for Victim Support providing valuable support to victims across England and Wales. Working alongside paid staff, volunteers provide free and confidential information, emotional support and practical help to victims of crime, their family, friends and other people affected. This support is provided to victims regardless of when the crime happened or whether it was reported to the police. Victim Support has a network of offices across England and Wales running and co-ordinating community-based services. The organisation runs a Victim Supportline (0845 30 30 900) which gives immediate help over the phone. The Victims’ Charter ensures that police services give victims the opportunity of a referral to victim support.

More information about Victim Support can be found here and Witness Support here.

**Witness Service**
Victims and witnesses can be vulnerable in the criminal justice system. They are asked to provide information to help court cases yet it is often forgotten that these people are actually being asked to relive potentially painful events in an alien, and arguably clinical environment, in front of unknown faces. To combat this, the Witness Service, run by Victim Support in every criminal court, provides support and information to ease people through the difficult and sometimes emotionally draining, experience of giving evidence.
Kent – Kent Search and Rescue

Kent Search and Rescue (KSR) is a voluntary group who offer lowland search and rescue assistance to Kent Police (as well as other emergency services and councils) for vulnerable missing persons. All members are volunteers and provide a 365-day service that can be activated by the usual deployment criteria. They work closely with Police Search Advisors and offer a 4x4 capability for searching difficult-to-access rural terrain. The 50 members are all Police Support Volunteers and are vetted accordingly.

KSR’s membership of the police volunteer programme has allowed them access to the rewards and recognition scheme currently operated. They have attended annual events, receiving awards in the process, and this will be developed as an exemplar of taking on board voluntary organisations into the overall programme.

KSR provides a service that has real resonance within a county where there are 1,800 vulnerable missing persons per year, in particular the increase in elderly people going missing because of conditions such as Alzheimer’s. The resources, both people and equipment, can be difficult to mobilise but the organisation provides immediate access to trained personnel and specialist equipment.

The partnership has allowed KSR to become an important part of Kent Police’s arsenal for dealing with vulnerable missing persons when appropriate and has also seen the police service benefit from the skills and expertise that are available.
Volunteer street patrols

There are a number of people who volunteer regularly to patrol the streets in their area. Working independently (although with the agreement) of the police, the majority have formal arrangements in place to ensure that they are run professionally and to support the community. Your force may support volunteer street patrols. The NPIA (2010) has published Street Patrols by Volunteers – a Briefing Paper which is available to download here. The paper looked at potential benefits and challenges of supporting established schemes, as summarised below:

Potential benefits of volunteer street patrols

Support to Neighbourhood Policing Teams: Patrols can link to NPTs, communicate directly with the public, and report issues causing concern. Work is being planned to extend this work to include Environmental Visual Audits.

High visibility: Volunteers generally wear high visibility tabards/uniforms contributing to the patrolling presence on the streets. There are several anecdotal examples of where the presence of volunteers has led to a direct public reaction, such as vehicles slowing down when seeing volunteers wearing tabards/uniforms. No formal evaluation has, however, been undertaken to establish whether volunteer patrols affect public confidence.

Increased community engagement: Volunteer street patrols can provide a bridge between the police and members of the public who may not approach police officers. There is some evidence, however, that suggests that if a structure is not in place and patrols do not continue, this could damage the reputation of the police.

Increased informal control by the community and community ownership: Volunteers can gain a better knowledge of their local area and have an increased sense of ownership of issues in their locality.

Increased understanding of local policing: Anecdotal evidence suggests that patrols might lead to a better understanding by volunteers of crime issues and the work of NPTs.

Reductions in crime: Some force self-assessments have highlighted patrols as contributing to crime reductions in some areas, although it is difficult to attribute specific reductions to patrolling activity.

Reduced fear of crime: Information about crime and risks can be provided to volunteers, and their direct experience of patrolling areas has anecdotally led to volunteers feeling safer within the areas in which they live.
Potential challenges in relation to street patrols by volunteers

Health and safety issues: The way schemes are established and rolled out needs to be considered by forces particularly in light of the limited training given to some volunteers.

Public Liability Insurance: Schemes generally provide Public Liability Insurance and Accident Insurance cover.

Police needing to provide support to schemes: Police input can include accompanying volunteers on initial patrols and attendance at monthly meetings. Although not significant amounts of police time and support are required, this needs to be factored into any decision made by forces to support schemes.

Perceptions of patrols as being ‘policing on the cheap’: The introduction of volunteer street patrols could raise questions around why members of the public are undertaking work that police officers are paid to do from the public purse.

A perception that citizens are acting as vigilantes: The danger that members of the public are being allowed to patrol the streets with authority might be a concern.

Recruitment, selection and training: Mixed approaches to recruitment, selection and training could lead to wide variances in the skills, abilities and motivations of volunteers and pose a risk to the sustainability of such schemes.

Disillusionment from volunteers if police support is not maintained: There is evidence to suggest that if a structured approach and guidelines are not put in place this can lead to breakdown of police support and disillusionment.

Volunteers not representing the collective will of the community and lacking accountability to the wider community: There is a danger that volunteers could be the ‘usual suspects’ who neither represent nor have the support/consent of their local community in relation to patrolling the public space.

The lack of any statutory framework guaranteeing minimum guidance and police agreement/oversight: Without formal agreement from forces and/or national guidance.

A number of scheme examples are outlined on the following pages.
Street Pastors

Street Pastor Schemes are an inter-denominational Church response to neighbourhood problems. They enable volunteers from churches to receive training and engage with people on the streets in night-time venues to care, listen, and help in practical ways. The schemes now have more than 2,500 trained volunteers and operate in over 100 locations in the UK.

Typically churches in an area come together and express an interest in Street Pastors. A management group is set up and a coordinator identified. At least four churches need to be involved in each scheme. Volunteers are recruited from local churches. References are obtained from their church and volunteers are provided with 12 days of training in two or three blocks. After the first block of training, volunteers can go out on the streets. Each volunteer receives a uniform (to help distinguish them from statutory authorities) and commits to going out on the streets at least once a month.

Leicestershire’s Street Pastors gave 37,440 hours of visible patrol and recovered 2000 items of discarded hazardous material (e.g. bottles) from the streets during 2008/09.

Exact times depend on the local situation, but volunteers normally go out at the weekends between the hours of 10pm and 4am, usually in areas known to have regular social disturbance. They are supported and organised by a coordinator. The initiative is essentially taking the care and concern in churches out on to the streets. Street Pastors patrol in pairs, with a minimum of two pairs operating together at any one time. Each volunteer carries a mobile phone for safety and as they walk, they talk and engage with people informally on the street, offering a sympathetic and non-judgemental ear. More information can be found here.
Street Watch

Street Watch has been operational in East Hampshire since its establishment in the village of Four Marks in February 2008. A group of residents who persistently reported to police that they lived in an environment of fear and intimidation were invited by the local Chief Inspector to patrol their own streets in high visibility jackets to work with police to challenge inappropriate behaviour and to engage more with their own communities. The scheme now operates in several areas within the force.

Street Watch members are ordinary citizens with no police powers. Groups are managed by a volunteer co-ordinator who keeps a list of volunteers and provides advice, guidance and support in consultation with the local police. Volunteers must patrol in pairs and register each patrol on a specific website that the neighbourhood policing team can look at prior to the patrols taking place. If volunteers spot suspicious activity they are asked to report it to the police but not get involved. A short training (usually one session) is provided followed by monthly meetings. Members of the NPT or a senior volunteer go out on the first patrol with new volunteers. Volunteers are asked to carry a mobile phone with them at all times. The Street Watch scheme has protocols in place and insurance is provided by an external insurer for any volunteer over 18 years of age.

Other street patrol schemes

There are numerous other schemes operating across the country. These are generally one-off schemes and include local Neighbourhood Watch schemes, Community Wardens, Student Neighbourhood Volunteers, Insight Days and Nite Lite schemes. A briefing about Street Patrols by volunteers is available here.
### Example Activities

<table>
<thead>
<tr>
<th>Activity</th>
<th>Description</th>
<th>Benefits</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ask your Basic Command Unit who the Volunteer Programme Manager/ Coordinator is for your force.</td>
<td>If a PSV scheme has not been established in your force, encourage the BCU to nominate a central coordinator and to link in with the support available from PSV Regional Coordinators and the national PSV Board (signpost to resources on the PSV website). For work with other volunteers, your BCU should have a good overview of different types of organisations and be able to advise NPTs.</td>
<td>Central support for volunteering is vital for any scheme to be sustainable. Central policies and procedures need to be put in place first before police support volunteers are used.</td>
</tr>
<tr>
<td>Check which role profiles exist in your force already for NPTs and/or assess which role(s) your team could benefit from a PSV.</td>
<td>Over 100 PSV roles exist. Take a look to see whether there is any way that volunteers could be supporting your NPT.</td>
<td>Access knowledge and expertise from volunteers in relation to issues you may be working on. Contact with people perceived as ‘hard to reach’ in your area. Helps break down ‘us and them’ attitude.</td>
</tr>
<tr>
<td>Work with your Volunteer Programme Manager/ Coordinator to determine roles, times of the week and supervision structures for volunteers.</td>
<td>Your Volunteer Programme Manager may have a number of volunteers available for a wide range of activities. They will need tasking, supervision and you will need to find a mutually beneficial time for the work to be undertaken.</td>
<td>More focused approach to delivery. Good supervision and tasking leads to better retention of valuable volunteers.</td>
</tr>
<tr>
<td>Activity</td>
<td>Description</td>
<td>Benefits</td>
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<tr>
<td>Encourage people to volunteer with your force as a Police Support Volunteer in your NPT area.</td>
<td>Through your engagement with communities you can help raise the profile of volunteering with the police.</td>
<td>Helps break down barriers with communities. Helps NPTs access community members who are perceived as ‘hard to reach’.</td>
</tr>
<tr>
<td>Encourage people to volunteer with local voluntary sector organisations that work alongside the police.</td>
<td>Voluntary sector organisations provide a high number of volunteers. These include national organisations such as Neighbourhood Watch and Victim Support as well as local organisations doing valuable work to tackle crime, disorder and antisocial behaviour in your area.</td>
<td>Using the skills, knowledge and expertise of the voluntary sector in your neighbourhood. Better use of resources available in a neighbourhood. Contribution to confidence and crime reductions.</td>
</tr>
</tbody>
</table>
Conclusion

Volunteers are undertaking a wide variety of roles, many supporting NPTs, in forces across the country. Working alongside Police Support Volunteers, Special Constables, Neighbourhood Watch or other community-based volunteers, such as Street Pastors, could bring a number of potential benefits. These include improved links with the community, more diversity within the policing family and added value to the core tasks you undertake as a team.

This guide has outlined the potential benefits, as well as the challenges, of working with volunteers. Volunteers are not a free resource and forces need to invest time, energy, commitment and support in order to recruit and keep them.

There is a national drive to encourage volunteering and forces are realising the potential benefits that volunteers can bring. As NPTs further develop their engagement with communities, volunteers can provide the capacity to add value to the important work of NPTs.
References


Resources

Community Crimefighters

NAVCA (National Association for Voluntary and Community Action): details all local umbrella bodies for voluntary and community action including voluntary sector agencies, volunteering opportunities and faith groups

Neighbourhood and Home Watch Network

Police Support Volunteers website (NPIA): provides support and information to forces on how to set up a volunteering programme

Special Constabulary

VIVA

Volunteering England
Annex

An overview of how Police Support Volunteers can support forces

Counter services
This can include staffing the front or back desk functions of police offices to ensure they stay open. Many police offices provide a focal point for communities but may not lead to many enquiries leading to some offices being closed to the public. Having volunteers provide this function means that the offices can open at regular hours meaning the public can register lost and stolen goods, or simply ask for information.

Bedfordshire – counter services
Leagrave station was closed to the public over ten years ago, although the NPT was still based there. At a community meeting in 2006 members of the public requested for the station to be re-opened. The police reversed this request by asking the public to come forward and volunteer to enable this which they did in abundance. Later that year, the force had found and trained enough volunteers to be able to open the station for four hours every weekday. Following this the Riesley office has now reopened and volunteers have also helped open a new station in 2008 at the Purley Centre in Marsh Farm.
Sussex – Counter services

The Southwater community police office is located in a small shopping centre in the heart of the village. The office is believed to be the first of its kind in the country and was opened in 1996 following the closure of the local police house. The office has proved to be a valuable resource for the community and the number of volunteers has grown steadily over the years. At present, there are 18 volunteers working at the office and the team continues to grow.

Volunteers work in shifts to keep the community office open throughout the week and have managed to maintain regular opening hours during weekdays. The office is the main base for two Police Community Support Officers and the use of the office means that these officers can spend all their time visible and accessible on their beat area without the need to travel to Horsham to access IT or other resources. The team deal with up to seven ‘over the counter’ enquiries during the course of each day. Each enquiry dealt with saves customers travelling into Horsham and takes administrative pressure off officers.

The team are fully trained to the standards of Neighbourhood Support Officers and deal confidently with 75% of all enquiries first hand (including creating and managing incident logs and dealing with lost and found property) without the need to call for the assistance of officers. In 2006, the invaluable work of the community office was recognised when the Lord Lieutenant of Sussex presented the team with the Queen’s Award for Voluntary Service on behalf of Her Majesty The Queen.

Merseyside – Enquiry Desk volunteer

Doreen has volunteered her time at the police Enquiry Desk at Copy Lane since January 2006. Doreen commits at least five hours a week to the role which has been extremely effective as Enquiry Officers have been called away to take statements often hindering them from answering other queries and telephone calls.

As a local resident, Doreen visited the Police Surgery at the Old Roan Library in order to speak to the local dedicated officer about a matter in her community. Upon realising that a police officer sat in the library for two hours every fortnight, often only receiving a couple of visitors, Doreen asked whether she could fulfil that role, enabling the police officer to concentrate on more pressing matters. In this role Doreen takes messages for the police officer and can often draw upon her previous experiences as a Magistrate to offer advice.
Training

As part of training new recruits, volunteers act out case studies in which PCs and PCSOs have to respond to based on recently acquired knowledge and skills. Volunteers give feedback on performance and the quality of interaction with the officers.

“It is such fun being a volunteer helping with the Initial Police Learning and Development Programme (IPLDP). You wake up in the morning and you don’t know what role play you’ll be doing until you get there. This is my fourth time but my first time was in a shopping centre so I was a bit nervous to be in front of lots of people but it is a great experience and I would definitely recommend it. One of my previous experiences has been to act as a drunken person in a supermarket car park which was good fun. It’s also nice just to do something different once in a while and know that you are making a difference.”

Alison Farrar
IPLDP volunteer, Thames Valley Police
Administrative functions

Volunteers can help in a number of ways: leaflet drops, minute taking, archiving, envelope stuffing, telephone answering, data inputting, photocopying information, undertaking telephone or door-to-door surveys and delivering newsletters and information. One force is trying to link a volunteer administrator to every NPT to help support the team and Neighbourhood Action Groups or Police and Communities Together (PACT) meetings.

Hertfordshire – Three Rivers Neighbourhood Team

Increasing demand on NPTs have increased the requirement for appropriate support to be given to neighbourhood teams. This is essential if levels of confidence and satisfaction with local police are to be increased.

Bob is a police volunteer attached to the Three Rivers Neighbourhood Team and helps to support neighbourhood policing in its wider sense. The tasks carried out include:

- assisting Sergeants to carry out Quality of Service reviews
- follow up calls after incidents to speak to witnesses and victims to either keep them updated or provide a courtesy call to provide reassurance and perhaps find out more information
- manages the team’s mail box system, calling people back within 24 hours who have had a message directed to the team mail box
- preparing briefing sheets for officers for their local meetings
- picking up voice mail messages for Sergeants and either dealing with them himself or forwarding an email to the sergeants with details of the message.

The work of volunteers like Bob has reduced the workload for Neighbourhood Sergeants, freeing them up to attend to other issues whilst helping to improve confidence and satisfaction with policing services locally.
Thames Valley Police – Neighbourhood Action Group (NAG) Support Volunteers

The role aims to offer support to the Neighbourhood Specialist Officers when developing and running their NAGs. Duties can include: organising dates and venues for NAGs, taking minutes of the meetings, sending out notices to key contacts, putting together notices of future meetings and distributing leaflets on campaigns.

Cambridgeshire – Speedwatch

Many of the county’s neighbourhood panels were raising speeding as a major issue. It was impossible to meet the community’s demands for action on speeding as well as dealing with other issues. After the community started asking whether they could help carry out checks themselves, a pilot Speedwatch project was set up in April 2008. Led by an enthusiastic parish councillor the story quickly captured the interest of the community and local media. Following a successful three-month pilot, the police had data showing where speeding problems were occurring. Warning letters were sent out and prosecutions followed when police officers carried out targeted checks. One person who received a warning letter has since become a volunteer.

Cambridgeshire – Speedwatch

Leads to it being extended across the whole of the county.

Northamptonshire – administrative support

In Northamptonshire one of the two BCUs relies heavily on four volunteers who assist with Neighbourhood Watch. They are based within an office adjacent to the front enquiry desk at Rushden police station and have limited access to force email systems. The volunteers provide assistance with making up crime prevention leaflet packs for distribution by NPTs across the BCU. The volunteers also assist with Neighbourhood Watch by setting up meetings and dealing with enquiries. The volunteers cumulatively contribute 40 hours of voluntary work each week to Neighbourhood Watch.

Community Speedwatch

Volunteers can support NPTs to help raise awareness within the community of the dangers of speeding and to help control the problem locally. This provides a practical way of local community volunteers doing something practical to help reduce speeding in their neighbourhoods.
Volunteer Chaplains

Most forces have Chaplains, many of whom are volunteers. It is estimated that volunteer Chaplains contribute at least 2,500 hours a month across all forces. Some may tend to think of Chaplains as only there to support police staff. However, they also provide a key link to their local communities. This provides opportunities for interaction with community policing initiatives and a voice in the community to provide effective community feedback. There are increasing numbers of Chaplains of other faiths. You may already be in contact with your local Chaplain. If not, you can find out their details by contacting your BCU.

Crime reduction

Volunteers can help reduce crime in a number of ways. In some areas PSVs have been tackling vehicle crime by checking parked vehicles for valuables on show. When they see articles they note down the registration number, noting the owners’ details and sending them a crime prevention letter highlighting the risk of them having their vehicles broken into. In other areas PSVs have been sending out crime reduction packs or supporting officers with crime reduction talks.

Lincolnshire – CCTV Volunteers

CCTV in the South Holland area of Lincolnshire was set up in late 2006. No funding was made available for staff to monitor the cameras 24 hours a day and therefore eight volunteers are used who provide coverage 16 hours a day, seven days a week. The local ‘Shopwatch’ radio system enables CCTV volunteers and Police Officers to communicate directly. Volunteers have ensured that the area has an effective and efficient CCTV system and without the input and commitment of volunteers there would be no CCTV system for the district.
South Wales Police – Student Volunteer Scheme

The Student Volunteer Scheme currently operates at the universities of Cardiff and Glamorgan. It aims to improve the relationship between students and the full-time residents of the areas whilst engaging students in useful volunteering activities and increasing attendance at Police and Communities Together (PACT) meetings by students and residents.

The students have assisted the local NPTs with a variety of tasks and have often developed their own initiatives of relevance to the local student population. Their assistance has enabled local officers to concentrate on more serious issues whilst being able to task volunteers to assist them in carrying out important public reassurance and crime prevention work.

Since the scheme began at the University of Glamorgan, there has been a 55% increase in attendance at the monthly PACT meetings, both by other students and residents and an overall decrease of 12% in the number of reported occurrences since the scheme started compared with the same period the previous year, with a notable decrease in the areas of dwelling burglary and theft from motor vehicles, areas targeted by the initiative. In Cardiff, during the running of the student volunteer scheme, burglaries in the main student area of Cardiff were reduced by 50% compared to previous years.
Lancashire – Homophobic hate crime

The diversity of volunteers and the perception of them by the public can lead to them being able to gather information from local residents that would not usually be forthcoming to uniformed police officers. One initiative in Blackpool, involving volunteers from the lesbian, gay, bisexual and transgender community, received a volunteering award from Community Service Volunteers for its ability to reach out to a community that has traditionally been suspicious of the police. There had been a history of under-reporting of homophobic incidents in Blackpool (an area with a large gay community). The ‘blue phone’ initiative was set up, whereby gay volunteers were given mobile phones which members of the community could call to discuss any incidents, with a view to reporting them to the police. As a result, there was a huge rise in the number of reported incidents.

Bedfordshire – Smartwater

Smartwater, a forensic property marking solution, is a useful tool for NPTs to use and helps engage members of the public in crime prevention. However, it is very labour intensive to apply the Smartwater solution on to items of property and log each unique code on to the database. Volunteers work alongside uniformed officers visiting members of the public in their homes and assist with property marking and crime reduction advice.
Issues to consider when using Police Support Volunteers

There are several challenges that NPTs and forces generally need to be aware of when considering using Police Support Volunteers (A full outline of issues that need to be considered is available on the PSV website):

- **Recognising that volunteers are not a free resource.** Investment and commitment needs to be made in relation to recruiting, training and supporting volunteers as well as providing reward and recognition. However, the investment made should reap rewards in the long-term.

- **Ensuring that your force/BCU provides a structure for volunteering before making use of them at the neighbourhood level.** This should include recruitment, training and who will coordinate and support them, including finding them appropriate work and undertaking appropriate checks. The volunteering remit needs ‘ownership’ and buy-in by the force if it is to be sustainable. If a coordinator is used it is important to determine how many roles he/she can manage. Some forces have paid coordinators, others use voluntary Volunteer Coordinators and forces also use Volunteer Champions. Gaining the trust and confidence of managers is important to volunteer schemes working.

- **Communicating that volunteers are not taking roles away from paid workers.** In the face of budget cuts – the issue of explaining that volunteers are not taking paid roles from others. Develop role profiles that outline specific activities that volunteers will undertake. Work alongside unions such as Unison to ensure buy-in and ensure role profiles are agreed and signed off by a senior officer. Market the scheme in force and make people aware of the benefits of volunteering.

- **Understanding what is motivating the volunteer to give their time and keeping them interested.** Try to allocate activities to volunteers based on their interests and availability. Try to identify specific roles for potential volunteers to work on prior to recruitment.
• Making the recruitment process as non-bureaucratic and hassle free as possible. Ensure the recruitment process is sufficiently resourced. Decide what the vetting requirements should be and communicate with potential volunteers what the expected timescales might be. Some forces require all potential volunteers to undergo security clearance. Other forces have reviewed their volunteer roles and opted not to undertake security clearance for certain volunteers if the functions they will undertake do not require full clearance.

• Developing methods to recognise and reward voluntary service. Make sure volunteers are properly supervised locally, that they understand their tasks and have things to do if called in.

• Determining the access that volunteers can be given to data and/or computer systems. Volunteers should not need full access to IT equipment but may need to use computers to undertake their work. It is important that the level of access is agreed prior to volunteers starting work and that they are trained accordingly.

• Managing expectations. Volunteers may need to wait for vetting to take place or for a suitable role to be found. It is important that you stay in regular contact and outline the timescales involved.
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Measuring performance
Measuring Performance

This section of the guide covers the following main performance and performance related areas:

- Introduction
- Managing and evaluating neighbourhood policing (NP) performance
- Measuring NP
- Quantitative indicators for NP
- Qualitative indicators for NP
- Understanding NP performance
- Neighbourhood priority case study

Recent developments:

15th July 2010:

The findings from the British Crime Survey and police recorded crime published.

These indicators show there were high levels of agreement that the police treat people with respect (84%) and fairly (65%) as well as understanding the issues that affect the local community (67%). There was less confidence that the police could be relied on to deal with minor crimes (48%) or be there when needed (50%), although increases were observed for both measures between the 2008/09 and 2009/10 BCS.

These figures also showed an increase in victim satisfaction, with an 11 point increase in those “very satisfied” over two years.
Introduction

This section of the guide is based on a programme of research conducted by the NPIA Citizen Focus & Neighbourhood Policing Programme (CF & NPP) team and partners, including pilot forces, with the aim of assisting the police service in measuring the performance of neighbourhood policing activity.

This guidance is the culmination of the knowledge and understanding gained from that research. It aims to provide police managers with focused and relevant theoretical knowledge, supported by practical examples based on this work.

Using this guidance, forces that do not have tried and tested performance management processes for neighbourhood policing can select the most relevant and appropriate performance indicators to adopt, and the most appropriate level of measurement – individual, team, neighbourhood, Basic Command Unit (BCU) or force.

Some may already have more sophisticated partnership performance arrangements.

Delivering on local priorities through neighbourhood policing sits at the heart of these changes in policing – so effective management of the performance of neighbourhood policing teams is fundamental to the success of the changing approach.

The police’s management of performance is a rapidly developing area, which will continue to evolve for the foreseeable future.

Central government is advocating a change in the balance of accountability that has grown up over the last few years, with a shift away from central direction combined with a greater emphasis on tackling local issues and promoting stronger local accountability.
Neighbourhood policing is a business approach that aims to ensure improved performance on a range of policing outcomes. If properly implemented, neighbourhood policing will make people feel safe and be safe by delivering improvements in:

- crime reduction
- public confidence
- feelings of safety; and
- perceptions of anti-social behaviour

These outcomes will result from neighbourhood policing activity that includes:

- Increased visibility and familiarity of officers/PCSOS in the local area, which allows engagement with the community to identify their priorities for action, which allows targeted problem-solving with partners and communities to tackle the issues which matter most in communities.
The 10 key principles that underpin the delivery of an effective neighbourhood policing approach include performance management:

- (Neighbourhood policing) ... should be subject to rigorous performance management including clear performance monitoring against a local plan and commitments made to neighbourhoods.
- Neighbourhood policing requires local measures that monitor public priorities, interventions against these (including partner and public participation) and feedback received from the public.
- Neighbourhood policing requires the ability to monitor performance at every level. Performance data should be accessible on a geographic, team and individual basis.
- The personal performance development review should incorporate individual progress against neighbourhood policing priorities.
Crime maps and information provision

Background

Closely linked to the area of performance measurement, is the provision of information to local people and communities.

All forces in England and Wales were required to implement crime maps by the end of December 2008.

This requirement was highlighted by the recent policing Green Paper ‘From the Neighbourhood to the National – Policing our Communities Together’ in which the chapter 1 response said “Local people must get as much information as possible, including ‘crime maps’, regular updates on local action taken and follow-up for victims and witnesses.” Other influences on the provision of crime maps have been: the Smith review of crime statistics (November 2006), which recommended “that police forces should work with their partner local service providers to produce relevant information in mapped form on… websites”.

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Crime mapping

The national crime mapping site was launched in October 2009. By February 2010 the site had received over 1 million visitors who had viewed over 10 million pages of information. The site continues to provide a mix of crime and antisocial behaviour data at neighbourhood level and links to neighbourhood policing information including contact details, local priority details and actions taken against those priorities as well as meeting dates and policing pledge information.

In February 2010 the site received its first upgrade. Following feedback from the public the colour scheme was changed to make it easier to differentiate between levels of crime as well as providing a facility for the information contained within the system to be automatically sent to other sites. This is enabling crime information to be integrated into smaller sites and combined with other information. Finally the NPIA has launched a mobile version of the crime map. Users can now get their local information through the new generation of smart phones. Users with suitable phones will automatically be given the details for the area they are in as well as directions to the nearest Police station from where they are located.

During 2010-11 the crime map will be linked to a national public facing court results website which will look and feel the same as the crime map. The NPIA will continue to assist the Ministry of Justice in developing this system.
Managing and evaluating NP Performance


Performance

Performance basically means how well the things that the police have responsibility for are being delivered. ‘Performance’ does not mean ‘performance indicators’, although simple crime statistics are often mistakenly taken on face value as how the police are performing. Performance indicators merely help us to examine what performance actually is, and may not cover all areas of police activity.

Performance management is about reviewing current performance in context, looking at how things are likely to develop and deciding on actions to improve future performance.

It can be helpful to view performance management as a cyclical process which, at the most basic level, involves:

- identifying priorities, setting objectives and planning for delivery
- taking actions to deliver against the plan, whilst monitoring both progress against delivery of the plan and actual results
- reviewing the learning from progress that has been made and feeding this information into the next cycle, to inform the next set of priorities and the approach to delivering them.

This basic cycle can be applied to all levels — from a force-level annual policing cycle through to the day-to-day responses to the changing priorities of a neighbourhood policing team. Because decisions are then based on solid evidence and feedback applying performance management principles helps both organisations and individuals to make better choices about how to use resources.
Measuring Performance

Managing and evaluating NP Performance

Successful performance management is dependent on:

- **Performance measurement** – the collection of data about performance, and the processing of this information into a usable form (e.g. as performance indicators); and
- **Performance monitoring** – examining the output of performance measurement in order to make judgements about the level of performance – e.g. is performance getting better or worse? Is it better or worse than expected?

Successful performance management builds on performance measurement and monitoring. The changing picture of performance that emerges from these two steps provides the evidence base for future decisions and actions.

Measuring Performance

People are often confused about how to use performance indicators and how they fit in to the wider picture of managing day-to-day business. Unless they are clear about how to interpret indicators to achieve improvement in performance they risk ‘hitting the target but missing the point’.

A **priority** is an area of focus (for a BCU, partnership, team, etc.). Not everything can be a priority – intelligence, information and consultation determine which issues are the most important to tackle (often through the commitment of resources).

An **objective** is a specific aim that addresses a priority and states what is to be achieved and how it is to be achieved. More than one objective may be associated with a priority.

Objectives should usually be **SMART**:

- **S**pecific
- **M**easurable
- **A**ctionable
- **R**ealistic
- **T**ime-bound

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Managing and evaluating NP Performance

It is important to distinguish between action and achievement. Actions or activities controlled by the organisation can be described as:

- **inputs** – for example, number of officers and PCSOs available and the amount of funding
- **outputs** – for example, hours of foot patrol, meetings attended, and problem-solving initiatives recorded.
- **outcomes** – for example, levels of crime and anti-social behaviour, fear of crime, and confidence in the police.

There is rarely a perfect link between outputs and outcomes, because there will be other influences on the outcome besides police actions.

A **performance indicator** is a quantitative measurement of a desired outcome that gives evidence for how well an objective is being achieved. It is both indirect and incomplete – other information is needed to make sense of it.

A performance indicator can have an associated **target** – a numerical level or direction of change to be achieved in a given time, i.e. how the indicator is expected to change if the objective is achieved.

Performance indicators relate either to:

- activities (**output** indicators)
- or the effects of those activities (**outcome** indicators).

Performance indicators can be useful but can also be misleading. To obtain the benefits while avoiding the pitfalls, it is helpful to make a distinction between apparent and actual performance.

At performance review meetings phrases such as ‘performance is up this month’ are commonly heard. This usually means that a performance indicator has moved in the desired direction but this does not necessarily mean that performance has improved.

A performance indicator should be seen as representing (‘indicating’) **apparent performance** because it can be influenced by a range of circumstances – environmental change, recording practices, the actions of other agencies, even random fluctuation.

Road traffic collisions are an obvious example because results can be influenced by the weather.

This year’s figures may be lower than last year’s, but if last year’s were unusually high because of a lengthy period of severe weather, this positive performance indicator does not necessarily mean that police performance has improved.

A judgement of **actual performance** relates directly to the activities carried out by the organisation.

Apparent performance can be measured numerically through the performance indicators but actual performance is a qualitative judgement, an interpretation of the results of the performance indicators. Evaluation is needed to judge actual performance.
Managing and evaluating NP Performance

**Evaluation: What and Why?**

Evaluation is a form of empirical research which attempts to attribute changes to an intervention. If an intervention or initiative fails to have the desired effect, evaluation should help to determine whether:

- the initiative is wrong in principle
- the principles have not been appropriately adapted to local circumstances; or
- the initiative has not been properly put into practice (‘implementation failure’)

New or accepted practice is evaluated to determine whether an intervention works to a sufficient degree and with enough detail to allow managers to decide whether to:

- continue with the initiative
- introduce it elsewhere
- implement changes to make it more effective
- adapt it to local circumstances

This view of evaluation has two clear implications. Firstly, other possible reasons for improvement or deterioration in an indicator should be considered alongside neighbourhood policing. Secondly, the police manager will want to be as confident as possible that they can make the connection between the activities of their staff and the change in performance. To use managerial terminology, outputs need to be measured and related to the outcomes.
Evaluation of Neighbourhood Policing

The impact of neighbourhood policing at ward level was evaluated through the National Reassurance Policing Programme (NRPP). This was a robust planned evaluation which involved:

- measuring outcomes before and after implementation in neighbourhood policing sites and comparable sites
- collection of data about environmental changes to allow context to be taken into account, and
- collection of data relating to policing activities – what was done, how and where, to develop understanding of the mechanism by which the outputs may influence the outcomes.

As a result of this, the police service can have confidence that implementing neighbourhood policing – visibility, engagement and problem-solving which addresses local priorities – can deliver positive change across a range of outcomes. Visibility is necessary, but not sufficient on its own to positively influence public perceptions.

At ward level, neighbourhood policing activity can be fairly concentrated, but at BCU and force level, with other priorities to consider, the implementation of neighbourhood policing may be more difficult.

While BCU Commanders do not need to evaluate neighbourhood policing from scratch, they do need to know whether neighbourhood policing outcomes are being achieved – and, if not, what action they should take.

This, of course, applies to any area of performance, such as addressing priority crimes.
Managing and evaluating NP Performance

continued

Outputs and Outcomes

The relationship between activity/outputs and low and high level outcomes needs to be clearly understood.

High level and low level outcomes

Any activity can have immediate effects – ‘low level’ outcomes – and broader, longer term or more remote effects, ‘high level’ outcomes.

In the context of neighbourhood policing, a BCU may have an objective with a target: to increase public confidence (the outcome) through increasing foot patrol (the output). However, there are likely to be other influences on the public confidence indicator, for example victim satisfaction and experience of crime which may dilute the influence of foot patrol.

Only targeted patrols in hotspots (as opposed to random patrols) can actually reduce crime. In order to affect public confidence (high level outcome), the foot patrol must first be perceived by the public (low level outcome).

Public perception of foot patrol is more directly linked to the activity, and consequently more likely to be affected by police action. (The links between the three indicators (foot-patrols, engagement and problem solving) have been empirically established by the NRPP.)

Foot patrol might also improve people’s confidence in the police through another mechanism, such as the patrolling officers identifying and solving more local problems, which in turn leads people to conclude that the police are doing a good job.

High level and low level outcomes and the related output can be identified:

<table>
<thead>
<tr>
<th>Public confidence</th>
<th>high level outcome indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>more remote from the activity influenced by greater variety of factors</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Perception of foot patrol</th>
<th>low level outcome indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>closer to the activity more directly influenced by the activity</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Foot patrol</th>
<th>output indicator</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>a measure of the policing activity itself</td>
</tr>
</tbody>
</table>
Managing and evaluating NP Performance

For any high level outcome indicator, there are likely to be other lower level indicators which need to be measured to inform decisions about action. The lower the level of the indicator, the more confidently we can interpret the results. For example, increased foot patrol may not lead to increased perception of foot patrols, because the patrols are not being noticed. This information can be acted upon, with patrol times and places changed. But if increased perception of foot patrol does not lead to increased confidence, there is more uncertainty in the interpretation.

Again, the patrols may be in the wrong place or at the wrong time. Or something else, such as increased crime or reduced satisfaction with services to callers and victims, may be affecting confidence.

Without having information relating to the low level outcome indicator, it is more difficult to interpret the high level indicator. Effective evaluation depends on having information allowing us to plot the route from action (output) to high level effect (outcome), providing a feedback loop to inform improvements in practice. Suggested indicators are provided in the next section.

Forces and BCUs will vary in the staffing and resources that they apply and in how this type of work becomes known. Analysts will talk about results analysis, for example. The extent of evaluation required can be decided by thinking about the level of risk involved – is the tactic to be used innovative and high risk or high cost, so that finding out about its effectiveness is particularly important? Are there competing demands on resources, so that the relative effectiveness and efficiency of the tactic needs to be established?

Organisational level

Those responsible for assessing neighbourhood policing performance will need to decide whether to evaluate at force, BCU or neighbourhood level.

Where evaluation is undertaken at the level of selected neighbourhoods, there may be a bias towards success created by intense activity, which is diluted at the higher levels of BCU or force. Neighbourhoods may be selected for evaluation because they have particularly sizeable problems and the scrutiny of this evaluation can motivate people to work harder. The apparent effects of neighbourhood policing may be reduced when the results from evaluated neighbourhoods are combined with other neighbourhoods where there is no evaluation. This helps to explain why results may be good at local level but disappointing at BCU or force level.
### Organisational level

<table>
<thead>
<tr>
<th>ADVANTAGES</th>
<th>DISADVANTAGES</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Force level</strong></td>
<td>All existing indicators are reported at force level.</td>
</tr>
<tr>
<td></td>
<td>Corresponds to aspiration that neighbourhood policing will lead to improvements in overall police force performance.</td>
</tr>
<tr>
<td><strong>BCU level</strong></td>
<td>Likely to allow an assessment of different approaches to implementation.</td>
</tr>
<tr>
<td><strong>Neighbourhood level</strong></td>
<td>Provides the most detailed picture of the nature of neighbourhood policing team activity, and the effects of those activities.</td>
</tr>
</tbody>
</table>
Managing and evaluating NP Performance

Use of Surveys

Evaluation involves collecting information on outputs and outcomes, as well as additional information relating to context, to allow the results to be interpreted. The pilot forces agreed that management of neighbourhood policing performance depends on understanding public perceptions at BCU level, which are best addressed using questionnaire surveys. Any additional surveys at BCU level should take account of wider force or police authority community engagement and consultation surveys.

Some of the neighbourhood policing outcomes are also general policing outcomes measured using the British Crime Survey. However, BCS data is not available at BCU level, so the force may need to collect additional data. This may be done within existing programmes of questionnaire surveys, possibly involving partners or by taking a consortium approach to reduce the additional cost to a minimum. Some forces may wish to carry out new surveys at this level.

Measuring Neighbourhood Policing

The evaluation of the NRPP provided strong support for a focus on crime, ASB and public confidence outcomes in neighbourhood policing performance. These outcomes also found wide support amongst the performance pilot forces.

Forces also wanted to link activity with outcomes from individual, through team, up to force level, but to be free to choose their own indicators of activity.
Managing and evaluating NP Performance

Timing and Frequency

Repeated measurement is essential. At least two measurement points – before and after – are needed to begin to assess the effects of an intervention such as neighbourhood policing. For ongoing performance management BCUs may want at least annual measurement of public perceptions. Clearly, the more frequent the survey the greater the expense. However, if the interval between the surveys is too great, then their use in providing evaluation data is limited.

The timing of surveys should also take account of possible seasonal variations. Surveys held twelve months apart would avoid this variation. If a shorter interval is more appropriate, surveys six months apart would be better carried out in spring and autumn (where daylight hours would be similar) than in summer and winter.

The timing of existing force surveys may not be ideal and if these are used, BCUs should recognise that this increases the uncertainty of the results, and should pay careful attention to the interpretation of the findings and the collection and use of supplementary data.

Questionnaire Design

People’s experiences and views are very important in the evaluation of neighbourhood policing, and these views can only be sampled reliably using questionnaire surveys. But good questionnaires are difficult to design, and many surveys fail to give meaningful results because of poor questionnaire design. Indeed, some of the questionnaires used in the pilot evaluations suffered from common weaknesses. Guidance on asking good questions for the purposes of evaluation is covered in some detail in the more comprehensive report ‘The Neighbourhood Policing Programme Performance Evaluation Report’. Copies of this guide are available for download at www.neighbourhoodpolicing.co.uk
Managing and evaluating NP Performance

Recommended Indicators

The table below sets out recommended indicators and additional options for understanding success or diagnosing problems and shows links between the levels from individual up to force. The table draws on research, experience from the performance pilots and individual force case studies. The table is laid out to correspond with what is provided to the public by neighbourhood policing: access, influence, intervention and answers.

The preferred outcome indicators are mainly survey-based or are specific to priorities identified by local people. The activity indicators are usually described in a more general way because definitions and the means of collection of monitoring information will vary from force to force, and BCU to BCU.

Views vary, for example, about how important it is to measure time spent on patrol, and so this indicator is not recommended but suggested as an option. Patrol is necessary, but not sufficient: engagement and problem-solving are considered to be of greater importance, in that the overall outcomes cannot improve without these activities.

A neighbourhood policing team member is dedicated when they are working in their identified geographical neighbourhood to:

- engage with neighbourhood members and identify or resolve issues and priorities identified within the neighbourhood
- increase public confidence by reducing crime and disorder within that neighbourhood in line with their role profile and according to an intelligence-led patrol plan and when they are absent from the neighbourhood due to:
  - activities directly related to the above, such as briefings, problem-solving meetings, relevant court appearances, preparation of case papers
  - rest day or annual leave
  - training for their neighbourhood policing role.

Any activity that is not included in this list is an abstraction (unless undertaken as paid overtime).

The next page sets out quantitative indicators expressed as outputs. It also lists sources of qualitative information that could be used to check the quality of some of the suggested outputs.
Managing and evaluating NP Performance

Quantitative Indicators for Neighbourhood Policing (Recommended Indicators are in blue)

<table>
<thead>
<tr>
<th>INFLUENCE</th>
<th>ACCESS</th>
</tr>
</thead>
</table>
| **Individual** | • Volume, frequency and variety of engagement (e.g. meetings, KINs, community contact forms, EVAs)  
| | • Quality 5x5x5s  
| | • Abstraction  
| | • % time spent on patrol  
| | • Frequency of contact with neighbourhood group (e.g. KIN)  
| | • Prompt reply to public contact (email, letter, phone, text)  
| **Team** | • Volume, frequency and variety of engagement (e.g. KINs, meetings, community contact forms, EVAs)  
| | • Quality 5x5x5s  
| | • Abstraction  
| | • Vacancies  
| | • % time spent on patrol  
| | • Frequency of contact with neighbourhood group (e.g. KIN)  
| | • Prompt reply to public contact (email, etc)  
| **BCU** | • % public think police understand issues that matter  
| | • Abstraction  
| | • Vacancies  
| | • % public knowing how to contact neighbourhood team  
| | • Police visibility  
| | • % time spent on patrol  
| **Force** | • % public think police understand issues that matter  
| | • Abstraction  
| | • Vacancies  
| | • % public knowing how to contact neighbourhood team  
| | • Police visibility  
| | • % time spent on patrol  
| **National** | | • Abstraction  
| | • Vacancies  
| | • % public knowing how to contact neighbourhood team  
| | • Police visibility  
| | • % time spent on patrol  

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### Managing and evaluating NP Performance

#### Quantitative Indicators for Neighbourhood Policing
(Recommended Indicators are in blue)

<table>
<thead>
<tr>
<th></th>
<th>ANSWERS</th>
<th>INTERVENTIONS</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Individual</strong></td>
<td>• % priorities solved to public’s satisfaction – according to local records</td>
<td>• NIM problem-solving addressing priorities</td>
</tr>
<tr>
<td></td>
<td></td>
<td>• Priority and role specific intervention, stops, arrests, alcohol seizures, PND, ABCs</td>
</tr>
<tr>
<td><strong>Team</strong></td>
<td>• Priority-specific BCS comparator crime &amp; ASB incidents</td>
<td>• NIM problem-solving addressing priorities</td>
</tr>
<tr>
<td></td>
<td>• % priorities solved to public’s satisfaction – according to local records</td>
<td>• Priority specific intervention, e.g. clean-up days, stops, arrests, alcohol seizures</td>
</tr>
<tr>
<td></td>
<td>• Frequency, volume &amp; quality of feedback to public, e.g. blogs, newsletters, ringmaster</td>
<td></td>
</tr>
<tr>
<td><strong>BCU</strong></td>
<td>• Police doing good job</td>
<td>• NIM problem-solving addressing priorities</td>
</tr>
<tr>
<td></td>
<td>• Priority-specific BCS comparator crime &amp; ASB incidents</td>
<td>• Priority-specific intervention, e.g. clean-up days, alcohol seizure, stops, arrests, PND, ABCs</td>
</tr>
<tr>
<td></td>
<td>• % priorities solved to public’s satisfaction</td>
<td>• % public say police tackling issues that matter*</td>
</tr>
<tr>
<td></td>
<td>• % satisfaction of ASB callers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• % perceptions of ASB</td>
<td></td>
</tr>
<tr>
<td><strong>Force</strong></td>
<td>• Local police doing good job</td>
<td>• % public say police tackling issues that matter*</td>
</tr>
<tr>
<td></td>
<td>• BCS comparator crime</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• % satisfaction of ASB callers</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• % perceptions of ASB</td>
<td></td>
</tr>
<tr>
<td><strong>National</strong></td>
<td>• Crime and ASB reduction</td>
<td>• % public think crime &amp; ASB issues that matter are being tackled in this area (non-agencyspecific) in line with PSA</td>
</tr>
<tr>
<td></td>
<td>• Confidence and satisfaction in the CJS</td>
<td></td>
</tr>
</tbody>
</table>

KIN: Key Individual Network  •  EVA: Environmental Visual Audit  •  PND: Penalty Notice for Disorder  •  ABC: Activity Based Costing  •  CJS: Criminal Justice System

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Qualitative Indicators for Neighbourhood Policing

| Individual level | Letters of thanks/complaint  
| Supervisor’s assessment of problem-solving and engagement quality |
| Team level | Frequency of updates provided on local priorities and engagement for website/communications  
| Patrol plan reflecting neighbourhood profile  
| Up-to-date neighbourhood profiles used to monitor representativeness of engagement activity |
| BCU level | Quality and type of press coverage  
| Priorities set mainly by public, not police or partners – priority-setting process |
| Force level | HMIC baseline inspection  
| Up to date information available to/provided by call handlers on neighbourhood priorities and engagement |

Some indicators which were proposed as outcome measures as part of the pilot process are not recommended in the table. They would, however, play a part in establishing the context of neighbourhood policing and could be used to help diagnose whether it is making a difference to public confidence or where it might need to be targeted.

‘Context’ or ‘targeting’ indicators might include:
- Overall household and personal crime
- Residents’ fear of crime
- User satisfaction: victims of crime
- Public confidence that the police are dealing with minor crimes.

The next section explores how to use the full range of indicators in the performance management process.
BCU Commanders and other police managers need to assess, as far as practicable, whether neighbourhood policing outputs have actually affected the desired outcomes. This is particularly important to help us understand what to do if outcome measures show no change, or if they change in the wrong direction.

While demonstrating change is relatively easy, it is much more difficult to attribute that change to neighbourhood policing.

Suppose the following statistically significant change in confidence has been established after the introduction of neighbourhood policing:

- **Before:** 64.4% confident
- **After:** 68.5% confident

It would be easy to conclude from this change that neighbourhood policing has been successful, but we cannot draw such simplistic conclusions, as there are other explanations for change:

- the change is because of neighbourhood policing
- the change may have happened anyway
- the change may be because of other things the police have done.

If we wish to establish which of these possible explanations is the right one we need more information – both quantitative and qualitative. We need to consider what sort of information we are likely to need for each of these explanations.
Understanding Neighbourhood Policing Performance continued

The change is because of neighbourhood policing

To support this interpretation, it should be possible to identify which elements or mechanisms of neighbourhood policing brought about the change.

Did the change result from:

- the simple effect of visible patrol?
- neighbourhood policing officers talking to more people, offering reassurance about the extent of local crime problems, and closing the gap between perception and reality?
- neighbourhood policing teams engaging in effective problem solving initiatives leading to improvements in the quality of life?
- a combination of all three?

To choose interpretations we need more information. For example, records of problem solving initiatives will show where they were undertaken, what neighbourhood problems they were aimed at, and how successful they were.

If greater improvements in confidence were achieved in areas where successful problem solving activity was undertaken, problem-solving seems to be the most plausible mechanism. But, if there is no link between areas with increased confidence and problem solving activity, this is not a plausible explanation.

On the other hand, if survey analysis reveals that people who had become more confident were both more likely to have spoken to a neighbourhood policing officer in the past three months, and more likely to rate local crime and disorder as ‘not a problem’, then this lends some support to the engagement and reassurance mechanism.

If there is no link between increased confidence and contact with neighbourhood policing activity, engagement and reassurance are not plausible as explanations.

A combination of patrol, engagement and problem-solving is plausible if the positive changes in confidence are all in areas where there is evidence of all three activities taking place.

The change may have happened anyway

To be confident that neighbourhood policing is the reason for improvement, we need to rule out the possibility that the changes may have happened anyway. In laboratory based evaluations this is done using control groups and strict testing conditions measures which are not possible in the real world of neighbourhood policing in BCUs. All we can do is to collect carefully designed additional data.
If pre-test data is collected during July and August when children and teenagers are off school and the weather encourages people to be out of doors, the data may show public perceptions of widespread, if low level, disorder. If neighbourhood policing is introduced, a post-test survey completed three months later – when children are back at school and the weather and daylight hours drive people indoors – we might identify a positive change in confidence. But the change could well be due to the timing of the pre-and post-test surveys, and not to neighbourhood policing.

Similarly a change might result from a general decline in criminal activity, but if people perceive a reduction in crime and are then asked to complete a questionnaire about their confidence in the police, they may attribute the reduced crime level to the police activity. The solution lies in the planned collection of appropriate additional information.

Background information on levels of crime – both generally and in the areas where neighbourhood policing has been introduced – is essential. Any information about public confidence derived from general force attitude surveys would also be important.

The change may be because of other things the police have done. Other police activities may have an effect on the outcome measures used to evaluate neighbourhood policing.
Understanding Neighbourhood Policing Performance  continued

If there had been a police operation involving the high-profile arrest of drug dealers in a BCU, for example, or improvements in services to victims, this may increase people’s confidence, resulting in an observable change in pre and post-test measures of confidence. It may be difficult to separate policing activities into ‘neighbourhood policing’ and ‘non neighbourhood policing’, but it is important to keep careful records of other policing initiatives, activities, and noteworthy events (such as a high-profile arrest), so these can be taken into account in the interpretation of results.

Similarly the activities of other partners could affect people’s perceptions of quality of life or neighbourhood safety.

It is important to record such they are partnership activities and establish whether that form part of neighbourhood policing or whether they are entirely attributable to another partner.

Being prepared

Testing different explanations of change requires careful planning and anticipation of additional information needs, and the collection of relevant information using a detailed management information system. Questionnaires should be designed to allow competing interpretations to be tested. The police manager will want to identify other possible reasons for improvement and to ensure, with support from specialists, that the data is adequate to rule these out. Integrity is important – evaluation strives for truth and should not be information-based wish fulfilment. Proper evaluation is useful because positive results can identify scope for greater efficiency, and negative results can inform activity to address poor performance.
Understanding Neighbourhood Policing Performance continued

Performance management in practice

If a BCU Commander finds that apparent performance is not improving, they will need to find out if there is a problem and how it should be addressed. Suppose, for example, that public confidence is not increasing, despite the implementation of neighbourhood policing. How might this issue be approached?

Evidence suggests that public confidence is also likely to be influenced by victim satisfaction so checking what is happening to user satisfaction indicators would be a first step.

Are these heading in the right direction? If not, and if the commander is confident that neighbourhood policing activity is on track, the focus might shift to user satisfaction.

The same would apply to overall levels of crime and the other possible explanations discussed above.

If user satisfaction is improving and crime is reducing but confidence is static or moving in the wrong direction, the implementation of neighbourhood policing is worth exploring further.

This might happen through the National Intelligence Model (NIM) or performance management processes, depending on local arrangements.

Firstly, BCU level indicators can be checked. Drawing on the indicators suggested in this guide, a series of questions can be asked to begin to determine whether issues in the implementation of neighbourhood policing can explain why confidence is not increasing. In each case, the BCU Commander may need to compare results with a national average and with other similar geographic areas, or look at change over time. The left hand column in the box on the next two pages sets out the type of questions which might be asked and which indicators might help to answer them.

Negative or inconclusive responses to the questions will lead the BCU Commander to ask further questions of Chief Inspectors and Inspectors, who would then wish to ask questions of Sergeants, and so on to officer and PCSO level. At any stage it might be possible to identify obstacles to progress and tackle these by force or local action.

Chief Inspectors, Inspectors or Sergeants will have similar questions at a team or individual level and will also be largely responsible for assessments of the ‘quality’ of what is being delivered through the questions in the column on the right of the box.
### Exploring BCU Neighbourhood Policing Performance

<table>
<thead>
<tr>
<th>QUANTITATIVE INDICATORS</th>
<th>QUALITATIVE INDICATORS</th>
</tr>
</thead>
<tbody>
<tr>
<td>Checking resources available for neighbourhood policing:</td>
<td>Checking whether resources available are accessible in the right places at the right times:</td>
</tr>
<tr>
<td>• are abstractions higher than permitted by targets or force policy?</td>
<td>• do patrol plans reflect neighbourhood profiles?</td>
</tr>
<tr>
<td>• are there a higher level of vacancies in neighbourhood policing posts than elsewhere?</td>
<td></td>
</tr>
<tr>
<td><strong>ACCESS</strong></td>
<td></td>
</tr>
<tr>
<td>Checking whether the public are seeing officers patrolling and know how to contact them:</td>
<td></td>
</tr>
<tr>
<td>• is any foot patrol being carried out?</td>
<td></td>
</tr>
<tr>
<td>• is the percentage of the public who notice officers patrolling less than about 20% (an approximate national average)?</td>
<td></td>
</tr>
<tr>
<td>• has it increased at all since neighbourhood policing was introduced?</td>
<td></td>
</tr>
<tr>
<td>• what percentage of the public know how to contact the neighbourhood team? Is it less than 50% (approx national average)?</td>
<td></td>
</tr>
<tr>
<td><strong>INFLUENCE</strong></td>
<td></td>
</tr>
<tr>
<td>Checking whether the public are provided with sufficient opportunities to engage and to set priorities:</td>
<td>Checking whether engagement activity to identify priorities is of sufficient quality:</td>
</tr>
<tr>
<td>• how many meetings are being held (e.g. in each neighbourhood)?</td>
<td>• are a variety of techniques used?</td>
</tr>
<tr>
<td>• how many KINs are in place?</td>
<td>• is there a reasonable turn-out for public involvement events?</td>
</tr>
<tr>
<td>• how many EVAs have been completed?</td>
<td>• are attendees representative of the local area?</td>
</tr>
<tr>
<td>• how many quality 5 x 5 x 5s have been completed?</td>
<td>• is the information from engagement activity being suitably collated to identify priorities?</td>
</tr>
<tr>
<td>• are any street briefings being held?</td>
<td></td>
</tr>
<tr>
<td>Checking whether public awareness of engagement is maximised:</td>
<td></td>
</tr>
<tr>
<td></td>
<td>• is information on local priorities and engagement opportunities regularly updated for the website and external communications?</td>
</tr>
</tbody>
</table>
## Exploring BCU Neighbourhood Policing Performance

<table>
<thead>
<tr>
<th>QUANTITATIVE INDICATORS</th>
<th>QUALITATIVE INDICATORS</th>
</tr>
</thead>
</table>
| Checking whether problem-solving activity is taking place:  
  • how many priority-specific interventions have taken place  
    (e.g. in the last quarter)? | Checking whether problems being tackled are priorities identified by the public:  
  • does a dip sample of priorities show a wide spread,  
    across crime and ASB?  
  • are previous ‘BCU priority crimes’ figuring more than  
    would be expected? |
| **INTERVENTIONS** | | Checking whether the problem-solving activity is of sufficient quality:  
  • are multiple sources of data, including partner data, used to  
    analyse the problem? |
| Checking whether information on action is being fed back to the public:  
  • how many newsletters have been produced?  
  • how many teams have blogs or ringmaster arrangements? | Are problems described in sufficient detail (time, location,  
  victim, perpetrator) to allow a targeted response? |
| **ANSWERS** | | Checking whether the public are able to find out what has been done to tackle priorities:  
  • is information on results being fed back to the public in a variety  
    of ways?  
  • is there coverage of local team activity in the local press?  
    What’s the tone of the coverage? |
| Checking whether activity is leading to results:  
  • have priority-specific recorded crime types reduced?  
  • have priority-specific ASB incidents reduced?  
  • what percentage of priorities identified by the public have been  
    solved to the public’s satisfaction? | Checking whether the activity is actually having an impact:  
  • what evidence is there that the impact of tactics is  
    being monitored? |
| | What do letters of thanks or complaint suggest about the quality of the service being delivered? |
Understanding Neighbourhood Policing Performance continued

Neighbourhood Priority

For local neighbourhood evaluation, a range of indicators at team or individual level can be used to assess performance or evaluate impact. The following example highlights output and outcome performance indicators to assess progress in addressing a neighbourhood priority, in the key areas of influence, interventions and answers. From the top down, many of these could be aggregated for BCU and force level performance management. The list is provided as a menu, not to suggest that all the measures listed should be collected.

Neighbourhood Priority identified:

ASB outside Whitbury New Town Leisure Centre 6pm – 11pm on Fridays and Saturdays. Involving young people aged 11 to 16 causing criminal damage; under age alcohol use; litter; assaults; disorder and intimidation of centre users.
## Influence

<table>
<thead>
<tr>
<th>OUTPUT – QUANTITATIVE</th>
<th>OUTPUT – QUALITATIVE</th>
<th>OUTCOME</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Volume and frequency of engagement:</strong></td>
<td><strong>Number and ratio of letters of complaint/thanks relating to the ASB, Supervisor’s assessment of quality of:</strong></td>
<td><strong>Percentage of public that think police understand the issues that matter (only available at neighbourhood level if surveys are being used to evaluate impact locally)</strong></td>
</tr>
<tr>
<td>• meetings with community members affected by the ASB</td>
<td>• engagement activity (e.g. that this priority was set by public not police or partners) intelligence submissions</td>
<td></td>
</tr>
<tr>
<td>• meetings with young people involved in ASB</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• meetings with leisure centre staff and other partners</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• contact/meetings with relevant KINs</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Environmental Visual Audits (EVAs) conducted</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• representativeness of those engaged, compared to neighbourhood profile</td>
<td></td>
<td></td>
</tr>
<tr>
<td><strong>Number of intelligence submissions (QA’d):</strong></td>
<td></td>
<td></td>
</tr>
<tr>
<td>• community intelligence (i.e. information coming from community members directly or via police and partners)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• from partners (e.g. leisure centre staff)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• direct from neighbourhood policing team through personal observation or knowledge direct from other police sources – response officers, investigators, CHISs.</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Interventions

<table>
<thead>
<tr>
<th>OUTPUT – QUANTITATIVE</th>
<th>OUTPUT – QUALITATIVE</th>
<th>OUTCOME</th>
</tr>
</thead>
<tbody>
<tr>
<td>NIM problem solving to address the identified priority:</td>
<td>Supervisor’s assessment of quality of:</td>
<td>Percentage of public that think police understand the issues that matter (only available at neighbourhood level if surveys are being used to evaluate impact locally)</td>
</tr>
<tr>
<td>• problem solving process initiated to identify response</td>
<td>• problem solving process</td>
<td></td>
</tr>
<tr>
<td>• involvement of public and partners in problem solving process</td>
<td>• recording of problem solving process and dissemination of good practice</td>
<td></td>
</tr>
<tr>
<td><strong>Number of priority-specific interventions (as decided through problem-solving process):</strong></td>
<td><strong>Sign off of problem solving by public on completion (can inform low level outcome indicator – percentage of priorities solved to public’s satisfaction)</strong></td>
<td></td>
</tr>
<tr>
<td>• stops or searches</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• arrests, cautions, convictions</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• alcohol seizures</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• Penalty Notices for Disorder (PNDs)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• diversionary activities</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• educational activity</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• community clean up events</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• joint operations with other agencies (e.g. test purchasing at off licences)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>• solo operations by other agencies (e.g. installation of improved lighting)</td>
<td></td>
<td></td>
</tr>
<tr>
<td>ABCs and ASBOs (noting that declining numbers in a long term operation may be a positive performance indicator)</td>
<td></td>
<td></td>
</tr>
</tbody>
</table>
## Answers

<table>
<thead>
<tr>
<th>Output – Quantitative</th>
<th>Output – Qualitative</th>
<th>Outcome</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Frequency and volume of feedback to the public:</strong></td>
<td><strong>Supervisor’s assessment of quality of:</strong></td>
<td><strong>Percentage of public saying police are tackling the issues that matter in the local area</strong></td>
</tr>
<tr>
<td>• at meetings</td>
<td>• direct communication of feedback on this priority by NP team</td>
<td>• percentage of public saying police are doing a good job</td>
</tr>
<tr>
<td>• through newsletters</td>
<td><strong>Level and ratio of letters of thanks/complaint in relation to the solution</strong></td>
<td>• percentage of ASB callers that are satisfied</td>
</tr>
<tr>
<td>• through press, radio, TV (it can also be useful to assess the percentage of positive, negative and neutral coverage)</td>
<td></td>
<td>• percentage of public who perceive ASB to be getting worse or improving</td>
</tr>
<tr>
<td><strong>Through Ringmaster, blogs, text, website etc</strong></td>
<td></td>
<td><strong>BCS comparator crime, specific to this priority or elements of it.</strong></td>
</tr>
</tbody>
</table>

www.npia.police.uk
## Detailed Map of Neighbourhood Policing Performance Indicators

The case studies supplied by forces involved in the performance measurement pilots provide further information on how these indicators are used and recorded by these forces. They are available in the Neighbourhood Policing Programme Performance Evaluation Report at: www.neighbourhoodpolicing.co.uk/

<table>
<thead>
<tr>
<th>MEASURE</th>
<th>TYPE OF MEASURE</th>
<th>HOW MEASURED/RECORDED (EXAMPLES)</th>
<th>SOURCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Abstraction</td>
<td>Input – resource availability</td>
<td>Sickness absence. Monitoring information from officers on their abstraction to non NP duties</td>
<td>NP force performance pilots</td>
</tr>
<tr>
<td>Percentage of time spent on patrol</td>
<td>Output</td>
<td>Activity analysis; local PCSO monitoring</td>
<td>NP force performance pilots</td>
</tr>
<tr>
<td>Frequency of contact with neighbourhood group (e.g. KIN)</td>
<td>Output</td>
<td>Local NP databases</td>
<td>EPIC measures – MPS case study*</td>
</tr>
<tr>
<td>Prompt reply to public contact (email, letter, phone, text)</td>
<td>Output</td>
<td>Local NP databases</td>
<td>NPP assessments</td>
</tr>
<tr>
<td>Percentage of public knowing how to contact neighbourhood team</td>
<td>Output</td>
<td>BCS at force level. Survey activity within force required for BCU level</td>
<td>NP force performance pilots</td>
</tr>
<tr>
<td>Police visibility (percentage of public who see officers patrolling at least one a week)</td>
<td>Low level outcome (mechanism)</td>
<td>Survey activity within force required for BCU level</td>
<td>NRPP research</td>
</tr>
</tbody>
</table>
### Detailed Map of Neighbourhood Policing Performance Indicators

<table>
<thead>
<tr>
<th>MEASURE</th>
<th>TYPE OF MEASURE</th>
<th>HOW MEASURED/RECORDED (EXAMPLES)</th>
<th>SOURCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Volume, frequency and variety of engagement (e.g. meetings, KINs, community contact forms, EVAs)</td>
<td>Output</td>
<td>Individual, team and force records/databases</td>
<td>NRPP research</td>
</tr>
<tr>
<td>Quality 5x5x5s</td>
<td>Output</td>
<td>Intell database + QA activity</td>
<td>Surrey case study*</td>
</tr>
<tr>
<td>Percentage of public think police understand the issues that matter</td>
<td>Low level output (mechanism)</td>
<td>BCS at force level. Survey activity within force required for BCU level</td>
<td>BMRB** research, similar to NRPP indicator</td>
</tr>
<tr>
<td>NIM problem-solving addressing priorities</td>
<td>Output</td>
<td>Problem solving database</td>
<td>NRPP evaluation</td>
</tr>
<tr>
<td>Priority/role-specific intervention e.g. stops, arrests, alcohol seizures, PND, ABCs</td>
<td>Output</td>
<td>Individual, team and force records/databases</td>
<td>NRPP research and NPP assessments</td>
</tr>
<tr>
<td>Percentage of priorities solved to public’s satisfaction</td>
<td>Output or low level outcome</td>
<td>Sign off by public on problem solving database. Survey activity.</td>
<td>Staffordshire case study*</td>
</tr>
</tbody>
</table>

* The Neighbourhood Policing Programme Performance Evaluation Report, available from [www.neighbourhoodpolicing.co.uk](http://www.neighbourhoodpolicing.co.uk)

** The British Market Research Bureau research commissioned by the Home Office to develop the KDIs for public confidence in PPAF (2005)
## Detailed Map of Neighbourhood Policing Performance Indicators

<table>
<thead>
<tr>
<th>MEASURE</th>
<th>TYPE OF MEASURE</th>
<th>HOW MEASURED/RECORDED (EXAMPLES)</th>
<th>SOURCE</th>
</tr>
</thead>
<tbody>
<tr>
<td>Frequency, volume and variety of feedback to public, e.g. blogs, newsletters, ringmaster</td>
<td>Output</td>
<td>Individual, team and force records/databases</td>
<td>NRPP research and NPP assessments</td>
</tr>
<tr>
<td>Percentage of public saying police are tackling the issues that matter in the local area¹</td>
<td>Low level outcome</td>
<td>BCS at force level. Survey activity within force required for BCU level</td>
<td>BMRB** research and similar indicator in NRPP evaluation</td>
</tr>
<tr>
<td>Local police doing good job</td>
<td>High level outcome</td>
<td>BCS at force level. Survey activity within force required for BCU level</td>
<td>NRPP research</td>
</tr>
<tr>
<td>Percentage of satisfaction of ASB callers</td>
<td>High level outcome</td>
<td>Survey activity for PPAF already in place at force level, additional required for BCU</td>
<td>BCU performance pilots</td>
</tr>
<tr>
<td>Percentage of perceptions of ASB</td>
<td>High level outcome</td>
<td>BCS at force level. Survey activity within force required for BCU level</td>
<td>NRPP research and BCU performance pilots</td>
</tr>
<tr>
<td>Priority specific BCS comparator crime</td>
<td>High level outcome</td>
<td>Existing performance management tools</td>
<td>NPP assessments and BCU performance pilots</td>
</tr>
</tbody>
</table>

¹ To change to ‘public think crime & ASB issues that matter are being tackled in this area’ (non-agency specific) in line with PSA – from April 2008 BCS measurement of this indicator will begin in October 2007. The first six months of the data to March 2008 will be the baseline.
Conclusion

This section of the guide has drawn on practical knowledge derived from piloting the performance management of neighbourhood policing in 12 forces over an 18 month period, combined with coverage of recent developments in performance management, information provision and the effort to reduce bureaucracy. It aims to make this practical understanding available to BCU managers so that forces can:

- select performance indicators that are relevant and appropriate to their own areas
- identify the most appropriate level of measurement from individual to force.

We have stressed that performance management and evaluation can take place at different organisational levels and to different degrees, from minimal monitoring by team leaders, to evaluation which tests out new tactics, compares the efficiency of different activities, or demonstrates that resources are being used efficiently at the neighbourhood level.

Police managers will need to liaise with analysts, performance management specialists and/or researchers, depending on force infrastructure, to gain support and assistance in selecting or designing performance indicators.

They will also need specialist support in gathering and analysing qualitative and quantitative data that is robust and detailed enough to identify changes in public confidence and, most importantly, the specific inputs, outputs and outcomes of neighbourhood policing that have contributed to these changes.

The owner of the above measuring performance section is:

nathaniel.smith@npia.pnn.police.uk
Other useful documents and sources

Neighbourhood policing —
the Neighbourhood Policing Programme
Performance Evaluation Report
www.neighbourhoodpolicing.co.uk

Evaluation of the National Reassurance
Policing Programme
www.homeoffice.gov.uk/rds/pdfs06/hors296.pdf

National Quality of Service Commitment
Assessing your BCU or team
Assessing your BCU or team

This section of the guide covers the following main areas:

- An assessment template for managers to gain a quick overview of how effectively neighbourhood policing is being delivered in their area, against the criteria of access, influence, interventions and answers.
- The template has space for additional questions to meet local needs.
- Guidance on reality checking.

(Thanks to Victoria Harnedy and her team at Bedfordshire Police for their work in developing a self assessment template, parts of which have been used within this section of the guide.)
Assessing your BCU or team continued

The self assessment template has been designed to enable BCU commanders to work with their teams and partners to assess how effectively they are delivering neighbourhood policing, within the wider neighbourhood management context.

It is intended to be challenging and to identify strengths and effective practice, as well as gaps.

The format of the guide allows commanders to delegate themes to individual managers, from police or partners, to carry out the reviews and spaces have been left for additional questions that are locally relevant.

The results from the reality checks section will be particularly informative – in our experience they are a good indicator of the underlying level of neighbourhood policing activity in an area. For example, one would expect that people working in a ‘7-11’ type of shop would have frequent contact from the local team, as it is likely to be a hub of community intelligence and information and also a positive resource for team members to communicate with local residents. Absence, or low levels of, contact are indicative of a team that is working less effectively than it could be. Equally, if three or four households are visited and none have any recollection of receiving personal contact or literature, or being invited to a priority setting meeting, it is likely that such contact has not been made or has been made in an ineffective way.

Clearly, any assessment process should be carried out in a supportive and transparent way and participants need to be made aware if their responses are effectively anonymous or could be shared with their peers, supervisors and managers.

Additionally, reviewers need to understand the legal framework pertaining to race and diversity – the Race Relations Act 1976, as amended by the Race Relations (Amendment) Act 2000, the Disability Discrimination Act 2005 and the Equality Act 2006 all impose requirements not to discriminate on grounds of, and to promote equality with regard to, the diversity strands of age, disability, gender, race, religion, sexuality and work-life balance.
Assessing your BCU or team

Date: ____________________________ Assessed by: ________________

Location: ________________________ Team etc. being assessed: _________________________

Red = Does not meet majority of ‘looking fors’
Amber = Meets majority of ‘looking fors’, but some serious omissions
Green = Meets virtually all ‘looking fors’ and no serious omissions

### Access

<table>
<thead>
<tr>
<th>Area</th>
<th>Questions</th>
<th>Looking for?</th>
</tr>
</thead>
</table>
|      | Raising the profile of the neighbourhood policing team | Q1. How have the names, contact details and work of your NP team(s) been promoted? Please give examples of how this has been done | • Posters in strategic locations  
• Articles in media (e.g. local papers, Parish magazines)  
• Business cards with contact details  
• Media interviews  
• Attendance at local meetings  
• Street briefings  
• NP team ‘problem’ surgeries  
• Contact with key stakeholders  
• Management of website updates |
|      | Assessment | Red ☐ | Amber ☐ | Green ☐ |

www.npia.police.uk
<table>
<thead>
<tr>
<th>Q2. How do you ensure information about NP teams is kept up to date?</th>
</tr>
</thead>
<tbody>
<tr>
<td>No contact with Force/Area marketing officers/ownership for reviewing data</td>
</tr>
<tr>
<td>Some intermittent checking/updating of information infrequently</td>
</tr>
<tr>
<td>Reviewed on a minimum of a monthly basis for all information sources</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>Q3. What support do you receive from the local and/or force NP Comms or Marketing Officer in marketing NP?</th>
</tr>
</thead>
<tbody>
<tr>
<td>No support</td>
</tr>
<tr>
<td>Generic guidance</td>
</tr>
<tr>
<td>Comprehensive, specific support from either or both</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>Q4. Are your team members provided with specific training and development to equip them for their role?</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
</tr>
<tr>
<td>Some, but limited</td>
</tr>
<tr>
<td>Yes</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>Q5. Is there a policy for ensuring continuity of staff on NP teams?</th>
</tr>
</thead>
<tbody>
<tr>
<td>(Free text)</td>
</tr>
</tbody>
</table>

**Assessment**
### Assessing your BCU or team

**Q6. How often are you/your team members abstracted from your neighbourhood?**

<table>
<thead>
<tr>
<th>You:</th>
</tr>
</thead>
<tbody>
<tr>
<td>Team:</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>Red</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>

**Q7. Are regular public meetings held to agree neighbourhood priorities, allowing NP team(s) to meet members of the community and partners. (These may include opportunities such as surgeries, street briefings and mobile police station visits which will be arranged to meet local needs and requirements.)**

<table>
<thead>
<tr>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
</tr>
</tbody>
</table>

**How frequently held?**

<table>
<thead>
<tr>
<th>Levels of attendance?</th>
</tr>
</thead>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>Red</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>

**Q8. Does the force/BCU provide monthly updates on progress, and on local crime and policing issues – including the provision of crime maps, information on specific crimes and what happened to those brought to justice, details of what action police and partners are taking to make neighbourhoods safer and information on how the force is performing.**

<table>
<thead>
<tr>
<th>No</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yes</td>
</tr>
</tbody>
</table>

**What is done at a local level?**

**Assessment**

<table>
<thead>
<tr>
<th>Red</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>
### Neighbourhood Profiles

<table>
<thead>
<tr>
<th>Q9. Do NP teams know what the neighbourhood profile is and how it should be used?</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) In your view, what is a neighbourhood profile?</td>
</tr>
<tr>
<td>b) How do you/team use the profile to help manage NP activity / inform action?</td>
</tr>
<tr>
<td>c) Is any data from partners used in compiling and maintaining profiles?</td>
</tr>
<tr>
<td>d) Are profiles used by other parts of the organisation?</td>
</tr>
</tbody>
</table>

#### a) (free text)

#### b) Not used

- Updated with priorities, engagement etc but not used more widely.
  - Drives plans and activities for engagement
  - Drives daily activity for hotspot / key demand location management
  - Tracking signal crimes
  - Used to capture local issues, then inform team tasking
  - Proactively used to capture wider issues that impact neighbourhood (e.g. PPO, PYO, ASB etc)

#### c) No

- Some, but limited
- Yes

#### d) No

- Some, but limited
- Yes

### Assessment

<table>
<thead>
<tr>
<th>Q10. Have new, emerging and hard to reach/hear communities been identified? Are they captured in the neighbourhood profiles?</th>
</tr>
</thead>
<tbody>
<tr>
<td>If applicable – please detail which new and emerging communities have been identified and the methods used for identifying them.</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Assessment</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Red</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>

### Q10. Have new, emerging and hard to reach/hear communities been identified? Are they captured in the neighbourhood profiles?

#### No

#### Yes

Needs to be evaluated within context of each neighbourhood. Assessment grading needs to consider which neighbourhoods would expect to see new and emerging communities identified.
Assessing your BCU or team

| Neighbourhood Profiles | Q11. What methods are used for briefing teams about the local community? | • Daily briefings  
• Team meetings  
• Neighbourhood Profile  
• Reinforcement of relevant intelligence briefing to teams. |
<table>
<thead>
<tr>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessment</td>
<td>Red □ Amber □ Green □</td>
<td></td>
</tr>
</tbody>
</table>

Space for additional questions.

<table>
<thead>
<tr>
<th>Assessment</th>
<th>Red □ Amber □ Green □</th>
</tr>
</thead>
<tbody>
<tr>
<td>Assessment</td>
<td>Red □ Amber □ Green □</td>
</tr>
<tr>
<td>Assessment</td>
<td>Red □ Amber □ Green □</td>
</tr>
<tr>
<td>Assessment</td>
<td>Red □ Amber □ Green □</td>
</tr>
</tbody>
</table>
Any other comments – including effective practice identified:

Overall theme assessment:  Red  □  Amber  □  Green  □
## Influence

<table>
<thead>
<tr>
<th>Area</th>
<th>Questions</th>
<th>Looking for?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Engaging with the community: identifying contacts, groups and premises.</td>
<td>Q1. Are local engagement plans in place? What information is used to develop community engagement plans?</td>
<td>No&lt;br&gt;Yes&lt;br&gt;Nothing specified&lt;br&gt;Community engagement guide&lt;br&gt;Neighbourhood profile&lt;br&gt;Both Community engagement guide and neighbourhood profile&lt;br&gt;Partner information&lt;br&gt;Consultation with community / specific groups to identify best methods for engaging.</td>
</tr>
</tbody>
</table>

### Assessment

| Q2. Do you require further information to help you develop neighbourhood engagement plans? If yes, please give details. | (Free text) |
### Q3. Have you identified community contacts and groups within your neighbourhoods?

**No**

**Yes**

**a)** How have you done this?

**b)** Where have you recorded this?

- Local knowledge
- Community intelligence
- Engagement activity
- Surgeries
- Community events
- Key stakeholders
- Information from partners
- Information from CCU

**b)** Elsewhere / not recorded

- Locally (paper or on system, e.g. Word document)
- Profile
- Engagement Plan
- KINs Lists

### Assessment

**Red**

**Amber**

**Green**

### Q4. Have you identified regular community meetings that you can link into?

**No**

**Yes**

**a)** How have you done this?

**b)** Where have you recorded this?

Which ones do you or your team attend?

**Assessment**

**Red**

**Amber**

**Green**

**Give examples:**
<table>
<thead>
<tr>
<th>Q5. Have partner / agency contacts within your neighbourhoods been identified?</th>
</tr>
</thead>
<tbody>
<tr>
<td>a) Where have you recorded this?</td>
</tr>
<tr>
<td>No</td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>a) Elsewhere / not recorded</td>
</tr>
<tr>
<td>Engagement Plan</td>
</tr>
<tr>
<td>Neighbourhood profile</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>No</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>

<table>
<thead>
<tr>
<th>Q6. Do supervisors carry out any reality checks within your neighbourhoods?</th>
</tr>
</thead>
<tbody>
<tr>
<td>No</td>
</tr>
<tr>
<td>Yes</td>
</tr>
<tr>
<td>Results do not confirm what the team report</td>
</tr>
<tr>
<td>Results confirm what you have been told by your team</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>No</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>

**Consulting with the Community:** identifying priorities.

<table>
<thead>
<tr>
<th>Q7. How are the priorities of different members of the community identified?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Priority Forms</td>
</tr>
<tr>
<td>Community intelligence submissions</td>
</tr>
<tr>
<td>Feedback from meetings</td>
</tr>
<tr>
<td>Surgeries</td>
</tr>
<tr>
<td>Community events</td>
</tr>
<tr>
<td>Environmental Visual Audits (EVAs)</td>
</tr>
<tr>
<td>Surveys</td>
</tr>
<tr>
<td>Other</td>
</tr>
</tbody>
</table>

**Assessment**

<table>
<thead>
<tr>
<th>No</th>
<th>Amber</th>
<th>Green</th>
</tr>
</thead>
</table>
| Q8. How is the effectiveness of the engagement activity undertaken in your neighbourhoods assessed? | Local feedback  
Number of interactions captured on engagement plans  
Number of Priority Forms input  
Comparing activity to demographic data  
Satisfaction survey data  
Comparing Neighbourhood Profile with interactions  
KINs  
Other |
<table>
<thead>
<tr>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Assessment</strong></td>
<td><strong>Red</strong></td>
</tr>
</tbody>
</table>
| Q9.  
a) How do you ensure that you are consulting and engaging with all groups / communities within your local area?  
b) Is this consultation/engagement carried out together with partners? | a) Local feedback  
Number of interactions captured on engagement plans  
Comparing activity to demographic data  
Satisfaction survey data  
Comparing Neighbourhood Profile with interactions  
KINs  
Other  
b) Yes  
No |
| **Assessment** | **Red** | **Amber** | **Green** | **Red** | **Amber** | **Green** | **Red** | **Amber** | **Green** |
| Q10. Does community intelligence feature in or impact upon any of the following: | a) Profiles  
b) Engagement Plans  
c) Priority Setting  
d) Feedback  
e) NIM products  
f) Tasking processes  
g) Communication products  
h) Deployment plans |
| **Assessment** | **Red** | **Amber** | **Green** | **Red** | **Amber** | **Green** | **Red** | **Amber** | **Green** |
Q11. Do your teams visit schools within the neighbourhoods?
   a) What activities are undertaken with schools?
   b) Does this include identification of priorities for staff/students?
   c) Where is this recorded?

<table>
<thead>
<tr>
<th>No</th>
<th>Yes</th>
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</table>

a) free text
b) Not recorded
   Locally (paper or on system, e.g. word document)
   Engagement Plan

Q12. Do your NP teams have regular public priority setting meetings?
   a) Do meetings have an agreed Terms of Reference?
   b) How frequently are meetings held?
   c) Who attends to ensure meetings are representative of the community?
   d) Where are details of the meeting recorded?
   e) How is the meeting informed of the results of ongoing, day-to-day engagement activity?

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<thead>
<tr>
<th>No</th>
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</table>

a) No  
   Yes
b) (Free text)
c) Members with local knowledge
   Neighbour watch members
   Schools (teachers, senior pupils)
   Residents associations
   Community leaders
   Councillors
   Other
d) Not recorded
   Locally (paper or on system, e.g. Word document)
   Engagement plan/neighbourhood profile
e) Not informed
   Verbal update
   Report produced containing summary of identified issues
Q13. Have current neighbourhood priorities been identified via the above process?

<p>| | |</p>
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<tbody>
<tr>
<td>a)</td>
<td>If yes, how many current priorities does each neighbourhood have?</td>
</tr>
<tr>
<td>b)</td>
<td>Where are priorities recorded?</td>
</tr>
<tr>
<td>c)</td>
<td>How and where do you record updates and outcomes for neighbourhood priorities?</td>
</tr>
</tbody>
</table>

No

Yes

<p>| | |</p>
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<tbody>
<tr>
<td>a)</td>
<td>3-5 priorities recommended. Some teams may struggle to find three meaningful priorities due to having fewer problems whilst other areas may need the flexibility to have more priorities.</td>
</tr>
</tbody>
</table>
| b) | Not recorded  
Locally (paper or on system, e.g. word document)  
Engagement plan  
Neighbourhood profile |
| c) | Not recorded  
Locally (paper or on system, e.g. word document)  
Engagement plan  
Neighbourhood profile |

Assessment

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Assessing your BCU or team
| Space for additional questions. |  |
| Assessment | Red ☐ Amber ☐ Green ☐ |
| Assessment | Red ☐ Amber ☐ Green ☐ |
| Assessment | Red ☐ Amber ☐ Green ☐ |
| Assessment | Red ☐ Amber ☐ Green ☐ |
| Assessment | Red ☐ Amber ☐ Green ☐ |
Any other comments – including effective practice identified:

Overall theme assessment:  

Red  □  Amber  □  Green  □
## Interventions

<table>
<thead>
<tr>
<th>Area</th>
<th>Questions</th>
<th>Looking for?</th>
</tr>
</thead>
<tbody>
<tr>
<td>Joint Problem Solving</td>
<td>Q1. Have you set up any groups for joint problem solving?</td>
<td>No</td>
</tr>
<tr>
<td></td>
<td>a) If yes, who attends them?</td>
<td>Yes</td>
</tr>
<tr>
<td></td>
<td>Please specify which partner agencies are represented and whether members of the community are involved.</td>
<td></td>
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<tr>
<td></td>
<td>b) How were members identified and recruited to the groups?</td>
<td></td>
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<td></td>
<td>a) Local councillors</td>
<td></td>
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<tr>
<td></td>
<td>Youth workers</td>
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<tr>
<td></td>
<td>Community safety officer</td>
<td></td>
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<td></td>
<td>Probation</td>
<td></td>
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<tr>
<td></td>
<td>Key partner agencies</td>
<td></td>
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<tr>
<td></td>
<td>Community members</td>
<td></td>
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<tr>
<td></td>
<td>Neighbourhood wardens</td>
<td></td>
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<td></td>
<td>Neighbourhood Watch</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Highways</td>
<td></td>
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<tr>
<td></td>
<td>Other</td>
<td></td>
</tr>
<tr>
<td></td>
<td>b) Persons with expertise and local knowledge</td>
<td></td>
</tr>
<tr>
<td></td>
<td>By invitation</td>
<td></td>
</tr>
<tr>
<td></td>
<td>By marketing</td>
<td></td>
</tr>
<tr>
<td></td>
<td>Other</td>
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</table>
## Assisting your BCU or team

### Q2.
- **a)** How frequently do the problem solving groups meet?
- **b)** Are problem solving techniques used at the meetings?

Please describe any techniques that you feel have been particularly useful/successful.

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</table>

- **a)** Rarely
  - Quarterly
  - Every two months
  - Fortnightly
  - Monthly
- **b)** No
  - Yes

### Q3. Do teams:
- **a)** share solutions with other teams or individuals?
- **b)** have access to other teams’ solutions?

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</table>

- **a)** No
  - Yes
- **b)** No
  - Yes
**Q4. Do the NP teams have action plans for all identified priorities?**

- **a) Where are these recorded?**
  - No recorded
  - Locally (paper or on system, e.g. word document)
  - Neighbourhood profile/locally decided system
- **b) Who owns the action plans?**
  - No clear ownership
  - All owned by police
  - Some owned by partners and/or community members
- **c) What problem solving tools and techniques are used to develop action plans?**
  - None
  - Other
  - SARA / PAT / locally decided system
- **d) Nothing specified.**
  - Minutes from the meeting
  - Tasking documents produced
  - Action lists
  - Other
  - Locally decided system

---

**Q5. How do neighbourhood priorities feed into your local Tasking and Co-ordinating process?**

*(free text)*
Q6. What NIM products are easily available to assist in problem solving etc? e.g. problem profiles on locally identified priorities
   a) Is partner data available and routinely used in preparation of NIM products?
      (free text)
      None available
      a) No
         Yes

Q7. How is the effectiveness of the joint problem solving groups’ activity assessed?
   a) How effectively do you think the priority setting and joint problem solving groups are currently working?
      If you feel they are not effective, what are the barriers?
      Not assessed
      Positive feedback from the original complainant
      Performance measures
      Satisfaction data
      Resolution of priorities to satisfaction of priority setting forum
      Other
      a) (free text)

Q8. How often are priorities reviewed and updated? By whom?
   Will require some flexibility in line with the type of neighbourhood and force policies. However, should be done jointly and not ‘owned’ by police NP team.
   Infrequently by the NP team
   Infrequently by the priority setting forum
   At least every 3 months by the NP team
   At least every 3 months by the priority setting forum
<table>
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<th>Space for additional questions.</th>
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Any other comments – including effective practice identified:

Overall theme assessment:  
- Red [☐]  
- Amber [☐]  
- Green [☐]
### Answers

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<thead>
<tr>
<th>Area</th>
<th>Questions</th>
<th>Looking for?</th>
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<tbody>
<tr>
<td>Resolution</td>
<td>Q1. What process is in place for deciding and agreeing when a priority is resolved? Is this decided by the NP team, priority setting forum, joint problem solving group or some other way?</td>
<td>Decided by NP team&lt;br&gt;Decided by joint problem solving group&lt;br&gt;Decided by priority setting forum&lt;br&gt;Decided by priority setting forum with input from wider community</td>
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<tr>
<td>Assessment</td>
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<td>Red □ □ □ □ □ □ □</td>
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<tr>
<td>Feedback</td>
<td>Q2. How are the outcomes of priorities fed back to the wider community?</td>
<td>• SNT Newsletters&lt;br&gt;• Updates to website&lt;br&gt;• Posters in strategic locations&lt;br&gt;• Articles in media (e.g. local papers, Parish magazines)&lt;br&gt;• Media interviews&lt;br&gt;• Attendance at local meetings&lt;br&gt;• Street briefings&lt;br&gt;• SNT ‘problem’ surgeries&lt;br&gt;• Contact with key stakeholders&lt;br&gt;Should be factored into local communication plans</td>
</tr>
<tr>
<td>Q3. Is there a joint communications strategy and plan with partners?</td>
<td></td>
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<td>---------------------------------------------------------------</td>
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<tr>
<td>a) What evidence is there that this works in practice?</td>
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<td>a) free text</td>
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www.npi.police.uk
Any other comments – including effective practice identified:

Overall theme assessment:  

- Red [ ]
- Amber [ ]
- Green [ ]
<table>
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<tr>
<th>Reality Checks</th>
<th>Questions</th>
<th>Looking for?</th>
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</thead>
</table>
| Website       | Does the website contain all the information that is required – and is that information current? | • Postcode search  
• Current team members  
• Contact details  
• Current priorities  
• Action against priorities  
• Future engagement opportunities  
• Photographs  
• Interactive elements to the website |
| Assessment    | Red    | Amber    | Green  |
| Contact       | Is there a timely response to messages left for neighbourhood officers? | e.g. are email messages responded to? Do voicemail messages get returned? | Red    | Amber    | Green  |
Neighbourhoods: Residents

<table>
<thead>
<tr>
<th>Question</th>
<th>Assessment</th>
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<tbody>
<tr>
<td>a) Does the interviewee know their neighbourhood officer by name or sight?</td>
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<tr>
<td>b) When did they last see an officer patrolling in the neighbourhood?</td>
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<tr>
<td>c) Do they know how to contact their team?</td>
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<tr>
<td>d) Have they been asked about their priorities?</td>
<td></td>
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<tr>
<td>e) Have they received any feedback about local action by police and partners?</td>
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<tr>
<td>f) Do they feel safe in the neighbourhood?</td>
<td></td>
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<tr>
<td>g) What are their priorities? Are these related to the identified neighbourhood priorities?</td>
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Assessment

<table>
<thead>
<tr>
<th>Question</th>
<th>Assessment</th>
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</thead>
<tbody>
<tr>
<td>a) Does the interviewee know their neighbourhood officer by name or sight?</td>
<td>Red □</td>
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<tr>
<td>b) Do they receive frequent visits and have a two way flow of information with the local team?</td>
<td>Amber □</td>
</tr>
<tr>
<td>c) When did they last see an officer patrolling in the neighbourhood?</td>
<td>Green □</td>
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<tr>
<td>d) Do they know how to contact their team?</td>
<td></td>
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<tr>
<td>e) Have they been asked about their priorities?</td>
<td></td>
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<tr>
<td>f) Have they received any feedback about local action by police and partners?</td>
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<tr>
<td>g) Do they feel safe in the neighbourhood?</td>
<td></td>
</tr>
<tr>
<td>h) What are their priorities? Are these related to the identified neighbourhood priorities?</td>
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</table>

Select businesses that you would expect a neighbourhood officer to have visited recently – e.g. a 7-11 type shop in a village centre, or a fast food outlet in a city centre.
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Any other comments – including effective practice identified:

Overall theme assessment: Red □ Amber □ Green □
Digital and Social Media Engagement
The emergence of cheap and accessible information technology and the increasing importance of the local policing and confidence mean that police forces in England and Wales are beginning to use social media sites (e.g. Facebook and twitter) as part of their communications and engagement strategies. At the same time, in our communities, citizens are looking to social media as a platform to comment on or engage with policing.

The NPIA Local Policing and Confidence unit are engaged in an ongoing process to support the police service to arrive at an informed national position about using new technology and media when engaging with their communities.

To support this process working in partnership with ACPO, the NPIA have produced Engage: Digital and Social Media Engagement for the Police Service, this document gives an overview of the digital landscape, provides principles for officers who use social media, gives advice around security on line and gives case studies of how forces are using social media to engage with communities.

The owner of the Digital and Social Media Engagement section is Nick.keane@npia.pnn.police.uk
Glossary
<table>
<thead>
<tr>
<th>Abbreviation</th>
<th>Definition</th>
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<tbody>
<tr>
<td>5 x 5 x 5</td>
<td>Intelligence grading matrix</td>
</tr>
<tr>
<td>ACPO</td>
<td>Association of Chief Police Officers</td>
</tr>
<tr>
<td>AP</td>
<td>Accredited Person</td>
</tr>
<tr>
<td>APA</td>
<td>Association of Police Authorities</td>
</tr>
<tr>
<td>APACS</td>
<td>Assessments of Policing and Community Safety</td>
</tr>
<tr>
<td>ASB</td>
<td>Anti-social behaviour</td>
</tr>
<tr>
<td>ASBO</td>
<td>Anti-Social Behaviour Order</td>
</tr>
<tr>
<td>BCRP</td>
<td>Business Crime Reduction Partnership</td>
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<tr>
<td>BCS</td>
<td>British Crime Survey</td>
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<tr>
<td>BCU</td>
<td>Basic (or Borough) Command Unit</td>
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<tr>
<td>BME</td>
<td>Black and Minority Ethnic</td>
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<tr>
<td>CAA</td>
<td>Comprehensive Area Assessment</td>
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<tr>
<td>CF</td>
<td>Citizen Focus</td>
</tr>
<tr>
<td>CF &amp; NPP</td>
<td>Citizen Focus and Neighbourhood Policing Programme</td>
</tr>
<tr>
<td>CHIS</td>
<td>Covert Human Intelligence Source</td>
</tr>
<tr>
<td>CPDA</td>
<td>Crime Prevention Design Advisor</td>
</tr>
<tr>
<td>CPO</td>
<td>Crime Prevention Officer</td>
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<tr>
<td>CRC</td>
<td>Commission for Rural Communities</td>
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<tr>
<td>CSO</td>
<td>Community Safety Officer</td>
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<tr>
<td>CSP</td>
<td>Community Safety Partnership</td>
</tr>
<tr>
<td>ECHR</td>
<td>European Convention on Human Rights</td>
</tr>
<tr>
<td>FSB</td>
<td>Federation of Small Businesses</td>
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<tr>
<td>GIS</td>
<td>Geographic Information Systems</td>
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<tr>
<td>GPMS</td>
<td>Government Protective Marking Scheme</td>
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<tr>
<td>HMIC</td>
<td>Her Majesty’s Inspectorate of Constabulary</td>
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<td>HO</td>
<td>Home Office</td>
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<tr>
<td>HRA</td>
<td>Human Rights Act 1998</td>
</tr>
<tr>
<td>IMD</td>
<td>Index of Multiple Deprivation</td>
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<tr>
<td>IPLDP</td>
<td>Initial Police Learning and Development Programme</td>
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</table>
Glossary continued

IT Information Technology
KIN Key Individual(s) Network
LAA Local Area Agreement
LGA Local Government Association
LSP Local Strategic Partnership
NASS National Asylum Support Service
NCALT National Centre for Applied Learning Technologies
NCJ Neighbourhood Crime and Justice (co-ordinating)
NFU National Farmers’ Union
NIM National Intelligence Model
NP Neighbourhood Policing
NPIA National Policing Improvement Agency
NPT Neighbourhood Policing Team
NRPP National Reassurance Policing Programme
PACT Police [or] Partners and Community Together
PC Police Constable
PCSO Police Community Support Officer
PIP Police [or] Public Information Point
PS Police Sergeant
PSA Public Service Agreement
QA Quality Assurance
SARA Scan, Analyse, Response, Assess (problem solving)
SCP Signal Crimes Perspective
SMART Specific, Measurable, Achievable, Realistic, Timely
SMT Senior Management Team
SNT Safer Neighbourhood(s) Team
ST (&) CG Strategic Tasking (&) Co-ordination Group
T (&) CG Tasking (&) Co-ordination Group
TT (&) CG Tactical Tasking (&) Co-ordination Group
VLI Vulnerable Localities Index

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Section owners

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- **Neighbourhood Policing**
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- **What does it mean for a BCU Commander?**
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- **Profiling your neighbourhood**
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- **Delivering as a team**
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- **Apart from the section on PCSOs, which is owned by:**
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**Working with NIM and neighbourhoods**
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**Measuring performance**
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**Assessing your BCU or team**
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**Digital and Social Media Engagement**
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**Glossary**
gurpreet.nandra@npia.pnn.police.uk

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