



BEST VALUE REVIEW OF WORKFORCE MODERNISATION

FINAL REPORT

Version 1.0

March 2006

Best Value Review Board:

Martin Pantling (Executive)
Colleen Atkins
Peter Conniff
Penny Fletcher
Peter Hollick
Elaine Horrocks
ACC Grahame Bullock
C/I Jim Saunders
Manjit Sohal
Sarah Crowe
Sgt. John Price

Best Value Review Team:

Inspector Rob Gardner
Dr. Julie Wymer
Dr. Edward Major
Susannah Clarke
Jennie Harradine
Parjinder Basra
C/I Mark Buckton

Report Prepared by Inspector Rob Gardner

Best Value



Contents

1	INTRODUCTION	4
1.1	PURPOSE AND SCOPE OF DOCUMENT.....	4
1.2	MAIN DEFINITIONS.....	5
1.3	AIMS OF REVIEW.....	6
1.4	METHODOLOGY.....	6
1.5	BACKGROUND.....	7
2	ORGANISATION AND CONTRIBUTION OF WORKFORCE MODERNISATION	9
2.1	INTRODUCTION.....	9
2.2	BASELINE/BENCHMARKING RESOURCES.....	9
2.3	PERFORMANCE.....	19
2.4	INTERNAL PERCEPTIONS OF MODERNISATION.....	23
2.5	CONSULTATION WITH STAFF ASSOCIATIONS.....	24
2.6	EXTERNAL PERCEPTIONS OF WORKFORCE MODERNISATION.....	26
2.7	HOME OFFICE WORKFORCE MODERNISATION PILOT PROJECT EVALUATION.....	27
2.8	EVALUATION OF HO PILOT PROJECTS:.....	30
3	WORKING WITH PARTNERS IN THE EXTENDED POLICING FAMILY	31
3.1	INTRODUCTION.....	31
3.2	SCOPE FOR GREATER ENGAGEMENT WITH PARTNER AGENCIES.....	32
3.3	HIGHWAYS AGENCY TRAFFIC OFFICERS (HATO).....	34
3.4	COMMUNITY SAFETY ACCREDITATION SCHEME (CSAS).....	34
3.5	SECURITY INDUSTRY AUTHORITY (SIA).....	36
3.6	EXTERNAL AGENCIES PROVIDING POLICING SERVICES.....	37
3.7	RECOMMENDATIONS.....	42
4	SPECIAL CONSTABLES AND POLICE SUPPORT VOLUNTEERS	43
4.1	INTRODUCTION.....	43
4.2	BASELINE DATA.....	43
4.3	NATIONAL MODERNISATION INITIATIVES FOR THE SPECIAL CONSTABULARY.....	46
4.4	HOME OFFICE INITIATIVES.....	47
4.5	IMPACT OF MODERNISATION AND REFORM ON SPECIAL CONSTABULARY.....	48
4.6	WORKSTREAM CONCLUSIONS.....	54
5	FINANCING OF WORKFORCE MODERNISATION	55
5.1	INTRODUCTION.....	55
5.2	FUNDING FOR PCSO RECRUITMENT.....	56
5.3	DEPLOYMENT PROFILE.....	56
5.4	VIEWS FROM OTHER FORCES: FUNDING AND DEPLOYMENT.....	57
5.5	ALTERNATIVE SOURCES OF FUNDING.....	58
5.6	ISSUES AFFECTING FUNDING OF PCSOs.....	59
5.7	FUNDING FOR COMMUNITY SAFETY ACCREDITATION SCHEMES.....	60
6	BARRIERS TO EFFECTIVE WORKFORCE MODERNISATION	61
6.1	RECRUITMENT AND CAREER PATHWAYS.....	61
6.2	WORKFORCE SURVEYS.....	63
6.3	CULTURAL BARRIERS.....	64

7 RECOMMENDATIONS 65

8 APPENDIX A: KEY RECOMMENDATIONS FROM HMIC THEMATIC 69

9 APPENDIX B: HOME OFFICE MODERNISATION PILOT PROJECTS 70

10 APPENDIX C: STAKEHOLDERS CONSULTED 71

10.1 INTERNAL STAKEHOLDERS..... 71

10.2 EXTERNAL STAKEHOLDERS 71

1 Introduction

1.1 Purpose and Scope of Document

- 1.1.1 Section 3(1) of the Local Government Act 1999 places a statutory obligation on Police Authorities to conduct Best Value Reviews of its key services and functions. Bedfordshire Police is obliged to deliver those services in an efficient, effective and economic manner and in a way that will support the achievement of the Force's main aims and objectives.
- 1.1.2 This report presents the key findings and recommendations of the Best Value Review of Workforce Modernisation within Bedfordshire Police which was undertaken between September 2005 and March 2006.
- 1.1.3 The review focuses on the modernisation agenda and how Bedfordshire Police will determine and effectively manage the optimum mix of officers and non sworn staff to deliver the increasingly complex services demanded of a police organisation in the 21st Century. Workforce Modernisation is best described as a range of initiatives which seek to improve performance, efficiency and frontline policing.
- 1.1.4 The authoritative HMIC report 'Modernising the Police Service' 2004 which reviewed the roles of sworn officers and non sworn police staff recommended long term strategies to support the effective use of non sworn staff, calling for a more integrated workforce which recognises the values and specialist skills of police staff (for main recommendations see Appendix A).
- 1.1.5 The review also acknowledges the contribution that the Police Reform Act 2002 has made towards modernising the service. Through the first phase of reform came the introduction of a number of new roles with designated powers that have effectively freed up police officers to frontline duties. The second phase, saw among other things, recommendations for the strengthening of voluntary, community and business involvement in policing especially through PCSOs, Special Constables, Neighbourhood Watch and a wide range of local businesses and volunteers. This, in turn, saw the birth of the term, 'extended policing family'.
- 1.1.6 With the review taking place amidst much government activity and uncertainty surrounding strategic restructuring of forces and additional local reorganisation, specific emphasis has been placed on considering the aspects of workforce modernisation that will make most impact on the implementation of Neighbourhood Policing as this, unlike other areas of modernisation, should not be adversely affected by re-structuring.
- 1.1.7 The review has also been informed by the work of ten Home Office Pilot Forces who have been conducting various Workforce Modernisation projects during the life of the review (See Section 2.7 and Appendix B).

1.2 Main Definitions

- 1.2.1 **Workforce Modernisation (Home Office Definition):** “Workforce Modernisation is a term used to describe a range of initiatives that seek to improve performance, efficiency and frontline policing. One key element is for Forces to make the best use of staff, particularly new roles introduced under the Police Reform Act.
- 1.2.2 **HMIC Definition of Workforce Modernisation** is defined according to the characteristics of a modernised police organisation in that it:
- Is an integrated service with a clear vision regarding it’s future direction and the people and skills required to deliver this.
 - Has a clear focus on improving operational performance.
 - Engages effectively with local communities
 - Recognises and rewards the skills and professionalism of the entire workforce;
 - Is representative of staff from diverse backgrounds with diverse skills;
 - Has flexible exit and entry points;
 - Operates flexible and integrated rewards structures and terms and conditions;
 - Is locally managed but within enabling national frameworks and standards;
 - Has an inclusive culture;
 - Benefits from effective leaders at all levels with the vision, time and resources to drive modernisation activity, both within the service and across organisational and professional boundaries;
 - Works effectively in partnership with other organisations;
 - Is not fixated with internal boundaries and functional silos.
- 1.2.3 **Extended Policing Family (EPF):** Individuals who are not employed by the police service, such as Neighbourhood Wardens, Park Rangers and Private Security Staff, but who provide a policing or community safety function. These are combined with the immediate policing family of Police Officers, Special Constables, PCSOs and Police Staff to form the extended policing family.
- 1.2.4 **Plural Policing:** Refers to the mix of the extended policing family that is required to deliver aspects of modernisation such as Neighbourhood Policing.
- 1.2.5 **Civilianisation:** Is the appointment of police staff that allows cost efficient and effective use of police staff and police officers, and enables both to concentrate on areas where they can make the greatest contribution to the long term strategic aims of Bedfordshire Police (as defined by the Bedfordshire Police Authority BVR of Civilianisation).
- 1.2.6 **Designated Police Staff:** These are police staff conferred with specific powers under the Police Reform Act 2002. Individual Chief Constables can confer specific powers in addition to those basic powers granted by the Act. Bedfordshire Police currently employ PCSOs, Investigation Officers and Detention Officers. Recruitment of the remaining designated police staff, Escort

Officers, was considered in the Civilianisation Best Value Review with no current requirement for this role being identified.

- 1.2.7 **Community Safety Accreditation Schemes (CSAS):** These schemes, introduced under the Police Reform Act 2002, enable Chief Officers to accredit employees of organisations who contribute towards community safety. They can be given a range of limited but targeted powers. Bedfordshire Police do not currently operate such a scheme.
- 1.2.8 **Frontline Policing:** Frontline policing is a key part of Public Service Agreement (PSA) 2. Measurement of frontline policing is based on the percentage of time spent by police officers on defined categories of frontline duties. Bedfordshire set a target of 72.5% for 2005/06 (police officer numbers being assessed in terms of Full Time Equivalent (FTE) posts).
- 1.2.9 **Neighbourhood Policing:** The primary aim of Neighbourhood Policing is to ensure that forces deliver the right people, at the right places, in the right numbers, in order to create neighbourhoods that are safe and feel safe. Key to success will be the development of new and productive relationships between the police, partner agencies and the public with effective use of the Extended Policing Family. Each force has identified a Pathfinder BCU to implement Neighbourhood Policing with Luton being selected for Bedfordshire.

1.3 Aims of Review

1.3.1 The aims of the review were to:

- Develop an understanding of the contribution workforce modernisation can make to the policing of Bedfordshire and to the achievement of National and Local Objectives;
- Highlight the impact a modernised workforce could make towards delivering and supporting Neighbourhood Policing;
- To identify a strategic approach to the management of the extended policing family;
- To apply national guidance and practice regarding workforce modernisation to the context of policing in Bedfordshire.

1.4 Methodology

1.4.1 The review has been divided into five separate workstreams identified as follows:

1. Organisation and Contribution of Workforce Modernisation;
2. Working with partner organisations in the extended policing family;
3. Special Constables and Police Staff Volunteers;
4. Financing for workforce modernisation: PCSOs and other roles within the EPF;
5. Barriers to effective inter/intra-agency working.

- 1.4.2 The intention from the outset of this review process was to produce these workstream reports individually to allow for a quick 'turnaround' product that would generate readily actionable recommendations for early implementation. This would eliminate the need to wait for an all-encompassing final report before action is taken, thus making the process more dynamic. It has, however, due to the wide ranging nature of the subject matter, been necessary to tailor certain workstreams so as to present a review that focuses more on modernisation and efficacy in the area of Neighbourhood Policing. There has been opportunities to instigate a number of quick wins and these have been actioned within the life of the review.
- 1.4.3 Approach to the review was governed by the 5C principles of Best Value methodology:
- **Challenging** existing practices and procedures. The review challenged the organisation and contribution of modernisation, the management of the extended policing family, the organisation and recruitment of volunteers and how modernisation is funded;
 - Seeking performance **Comparison** with other organisations. The review compared modernisation in Bedfordshire Police with that in other forces and relevant non-police organisations;
 - Giving full consideration to the role of **Competition** as a means of securing economic, efficient and effective services. The review investigated competing means of organising modernisation, managing the extended policing family, organising and recruiting volunteers and funding modernisation;
 - **Consultation** with both internal and external stakeholders. The review consulted with stakeholders such as the Police Authority, Force Executive, Central and Divisional departments and representatives. External stakeholders consulted included other police forces and relevant non-police organisations (Appendix C);
 - **Collaboration** with public and private sector agencies in relation to the Extended Policing Family.

1.5 Background

- 1.5.1 The strategic impetus for this review is enshrined within the Police Reform Act 2002 and a Thematic Inspection report published in 2004 by the HMIC entitled "Modernising the Police Service".
- 1.5.2 The Government's reform agenda was launched in December 2001 with the White Paper "Policing a New Century". The first phase of reform included a radical programme of change including the introduction of the Police Community Support Officer(PCSO).
- 1.5.3 The second phase, introduced by the Green Paper "Policing: Building Safer Communities Together" emphasised the development of closer links between police and their communities and increasing public reassurance as to police effectiveness.

- 1.5.4 The HMIC Thematic Report on Modernising the Police Service suggested *“Workforce Modernisation opens up significant opportunities to increase professionalism, better integrate the workforce and provide a service that is focused on and reflects the composition and the needs of local communities”*. It goes on to say, *“In particular it will mean police officers, as the core front line service providers, are appropriately valued and supported to deliver the very best policing service.....but it will also mean further recruitment, development and recognition of police staff who bring specialist skills and have vital roles to play within a modern police service”*.
- 1.5.5 In essence the report was recommending that the service adopts a strategic approach to establishing the optimum mix of staff and skills required to deliver policing to communities in the 21st Century.
- 1.5.6 Another authoritative report, ‘The Extended Policing Family - Visible Patrols in Residential Areas 2004’ by Crawford and Lister, identifies the value of this mixed economy of resources but asserts that *“the division of labour within this economy is neither well organised nor effectively co-ordinated. The boundaries between the diverse providers, their respective responsibilities, roles and limitations are often unclear. This can leave the public uncertain as to the identity, functions and powers of different policing providers and unsure about what can legitimately be expected of them”*.
- 1.5.7 Legislation in the form of the Serious Organised Crime and Police Act 2005 continued the modernisation agenda enabling a number of new powers to be given to the likes of Accredited Persons, Investigation Officers and PCSOs.
- 1.5.8 A Best Value Review of Civilianisation was conducted by Bedfordshire Police Authority in 2004.
- 1.5.9 Ten forces have also been funded by the Home Office under its Workforce Modernisation Fund, with a total of £13 million designated to projects that will examine the ways that trained police staff, can be used to free up police officers for frontline duties (see Section 2.7).

2 Organisation and Contribution of Workforce Modernisation

2.1 Introduction

- 2.1.1 Both the Home Office and HMIC definitions of Workforce Modernisation appear to encapsulate the vision of what a modernised police force should look like.
- 2.1.2 In October 2004 the Force carried out a Best Value Review of Civilianisation that identified the need to conduct a more fundamental review of workforce issues but also identified certain Police Officer posts deemed suitable for Civilianisation. For clarity, Workforce Modernisation, although linked to Civilianisation, is not purely about freeing up police officers by replacing them with police staff, it is a term best used to describe a range of initiatives which seek to improve performance, efficiency and frontline policing.
- 2.1.3 Ultimately, Bedfordshire should aim for modernised deployment through a range of mixed and multifunctional teams that optimise warranted, partially warranted and non-warranted staff and that gives formal recognition to resources that make up the extended policing family e.g. PCSOs, Specials etc.
- 2.1.4 The force will also have to give consideration to embracing additional external resources with the requisite skills, who will operate through an effective and modern framework of powers conferred to them by the Chief Officer. Such accreditation of resources reinforcing policing links with the community of Bedfordshire.

2.2 Baseline/Benchmarking Resources

- 2.2.1 To achieve such a mixed and multi-functional force it is useful to examine existing resources and how they are utilised.
- 2.2.2 The current make up of the force can be initially broken down into the total strength of both police officers and police staff. Further examination will identify those officers and staff that can be found in operational frontline posts, operational support posts and organisational support posts.
- 2.2.3 The table below illustrates total strengths for 2004/05 compared against our Most Similar Forces (MSF):

Table One – MSF Force Strength - January 2006

FORCE	Total Strength – Police Officers	Total Strength – Police Staff	Ratio of Officer to Staff
Bedfordshire	1,250	879	1:0.70
Avon & Somerset	3,398	2,005	1:0.59
Hampshire	3,804	1,965	1:0.52
Kent	3,630	2,228	1:0.61
Leicestershire	2,311	1,033	1:0.45
Northamptonshire	1,289	973	1:0.75

2.2.4 HMIC's definition of resources divides police officer and staff posts into 1 of 3 classifications:

- Operational
- Operational Support
- Organisational Support

2.2.5 For clarity, Operational Support can be defined as the roles that carry out tasks that allow police officers to operate effectively and efficiently. These roles are typically:

- Intelligence Officers
- Crime Analysts
- Training
- Community Services
- Events and Planning

2.2.6 Staff in these roles provide outputs that can be used or acted upon by operational officers.

2.2.7 Organisational Support Officers provide the framework that allows Bedfordshire officers to operate fairly and in accordance with policy and procedures. These roles are typically:

- Professional Standards
- Personnel Services
- Inspection Units

2.2.8 Breaking this down further to determine how Bedfordshire staff are deployed throughout the force:

Table Two- Personnel Statistics as of 31/12/05

Central Services				
	Operational	Operational Support	Organisational Support	Total
Police Officers	267	63	15	345
All Police Staff	98	186	258	542
Specials	6	0	0	6
Total	371	249	273	893

Source: ADR (Figures do not reconcile exactly with NMIS)

Table Three- Personnel Statistics as of 31/12/05

Total all BCUs				
	Operational	Operational Support	Organisational Support	Total
Police Officers	824	51	1	876
All Police Staff	119	154	93	366
Specials	181	0	0	181
Total	1,124	205	94	1423

Source: ADR

2.2.9 As of September 2005 Bedfordshire Police had 91% of Police Officers in operational posts. This is in accordance with the HMIC's recommended target of 90%. In relation to Police Staff 24% were in Operational roles, 38% in Operational Support and 38% in Organisational Support. This compares favourably with the HMIC Thematic Inspection into Workforce Modernisation which found nationally that:

- Police Staff in Operational roles ranged between 0 – 32%;
- Police Staff in Operational Support roles ranged between 50 – 87%;
- Police Staff in Organisational Support roles ranged between 80 – 98%.

2.2.10 Nationally, over recent years, through ongoing programmes of civilianisation and locally aided by processes such as decision conferencing, forces have re-deployed police staff into many roles previously performed by police officers. A recent and obvious example would be that of Scenes of Crime Officers.

2.2.11 One of the difficulties that organisations in general experience with such re-deployment is that although some forces track the movement of the redeployed officers, the benefits in terms of performance are not monitored. This appears to be the case in Bedfordshire where a form of tracking is carried out within the HR function but this does not continue into the area of performance improvement.

2.2.12 Greater Manchester Police have recognised this area for improvement and have put into place a process called POEM (Police Officer Employment Matrix). This operates in the form of a matrix that identifies non operational Support Posts that are held by Police Officers with potential for being released to frontline duties. The process includes cost analysis, identifies potential efficiency savings and allows for end to end tracking of re-deployed staff.

2.2.13 The 2004/05 Civilianisation Programme within Bedfordshire saw **24** police officer posts released and replaced by members of police staff, filling roles such as

Local Intelligence Officer, Community Safety Officer, Detention Officer, Call Handling Operator and Operational Planning. New posts such as Incident Manager were also created and filled by police staff.

2.2.14 In 2005/06 a further **13** police officer posts were released to accommodate police staff. Some of the posts targeted during this period were Identification Manager, Coroners Officer, Performance Planner and Professional Standards Investigators.

2.2.15 During this two year period, from the total of posts civilianised, 10 of these posts involved retiring police officers. Of those 10 Officers, 3 returned to their original posts as members of Police Staff. In relation to this, the situation of retiring officers returning almost immediately to their original jobs as members of Police Staff has been highlighted in workforce surveys and contributes to Police Staff concerns over equality of opportunity.

2.2.16 The overall trend in terms of Civilianisation is, therefore, that numbers of officers in non-operational roles has reduced and continues to do so. There will, however, always be cases where officers are retained in such non operational posts and these are:

- The role requires substantial policing knowledge or powers e.g. Intelligence Operative;
- The role is deemed as developmental;
- The need to keep a small number of posts available for officers on restricted duties.

2.2.17 The opportunities for Civilianisation are reducing year on year in light of these factors. As highlighted in the BVR of Civilianisation the Force and Authority may have to in the near future consider a policy of reducing police officer numbers as opposed to releasing them through civilianisation.

2.2.18 **Current evidence of Modernisation within Bedfordshire**

Bedfordshire has not been slow in exploring certain roles that have been considered suitable for modernisation through role re-engineering, with the earliest example being the Scenes of Crime Department now being staffed solely by 28 Police Staff Scenes of Crime Officers. Other examples are police staff performing Coroners Officer and Firearms Enquiry functions. In addition there are members of police staff involved in conducting VIPER Identification Procedures, Case Handling and Process Serving. More latterly, in the Call Handling Centre, police staff are now covering the OSCAR Two Controller role in certain instances to fill resource gaps and Special Constables have been trained in operator roles.

2.2.19 More recently and as a result of the Police Reform Act, more traditional policing functions such as investigation, prisoner processing and high visibility reassurance policing are now being performed by members of Police Staff now identified as the immediate police family. The review has therefore looked at

these additional resources and, within this workstream, those resources deemed Bedfordshire's immediate police family.

2.2.20 PCSOs

PCSOs were first employed within Bedfordshire in October 2003 when D Division appointed 12 as part of a National Pilot Project. The force now employs **42** PCSOs across the county in predominantly neighbourhood policing roles. By 2008 the force intends to have a total of **199** in place. They are funded from a variety of sources but predominantly through the Neighbourhood Policing Fund, Bedfordshire Police Authority and Local Authorities. The force is already exploring opportunities for alternative funding sources to address an expected shortfall in 2008.

2.2.21 PCSOs are already integrated into Neighbourhood Policing with the Pathfinder Pilot at Luton deploying 3 PCSOs in each of its 5 geographic teams.

2.2.22 Their remit is fundamentally to provide high visibility policing and reassurance in areas of the county that are identified via the NIM process as being crime hotspots or areas suffering anti-social behaviour. In 2006, PCSOs will be given a standard set of powers that will effectively widen their remit in terms of enforcement but it is imperative that this does not detract from their core role of reassurance (PCSOs are covered in more detail in Section 5).

2.2.23 Special Constables

As of January 2006 there were **180** Specials engaged by Bedfordshire with the majority performing an operational role. Although not new to the organisation, Specials, like their PCSO colleagues, are now being deployed within the Neighbourhood Policing teams. The Luton Neighbourhood Team currently has 5 Specials attached to each geographic team complementing the work of their regular and PCSO colleagues.

2.2.24 Although there has been a recent capping in terms of recruitment, it is envisaged that numbers will again rise to 200+ in 2006/07 to support the introduction of Neighbourhood Teams force-wide (The Special Constabulary are covered in more detail in Section 3).

2.2.25 Police Staff

As of October 2005 the force has agreed a new policy to support police staff who are members of the Special Constabulary. It entitles Specials up to 8 hours per month time off with pay for Special Constabulary duties which includes training, court and other police duties. The time off does not need to be at the time of duty and this is intended to assist in the management of the two roles. Currently there are 12 Police Staff performing Special Constables duties.

2.2.26 Civilian Detention Officers (CDO)

First employed within Bedfordshire in June 2003 as part of the Police Reform agenda and now a fundamental part of every custody suite. There is now a strength of **17** CDOs forcewide. They are distributed force-wide as follows:

Table Four – CDO Distribution

B	C	D
5	7	5

2.2.27 Their role includes:

- Receipt and booking in of detained persons.
- Identifying and responding to individual needs of detained persons whilst in custody.
- Preparing and maintaining computerised records of detained persons.
- Taking DNA samples, Fingerprints and photographs of detained persons.
- Searching of detained persons and escorting them within and between police stations.

2.2.28 Their civilian pay scale is 3-4 and their Line Manager is the Custody Sergeant. Their duties are aligned to the individual sections that they are attached.

2.2.29 With the introduction of the CDO, this has enabled the organisation to free up a police officer role previously known as Assistant Custody Officer. In terms of annual savings this equates to **£8,117** per CDO (Police Officer £33,380/CDO £25,263).

2.2.30 To give some kind of perspective in terms of CDO workload the tables below indicate the number of detained persons processed by individual divisions since the introduction of CDOs.

Table Five – Total Detained Persons (DPs) per Div. processed by CDO

Total DPs	B	C	D	Total
Apr 2004- Dec 2004	5341	7289	4237	16,867
Apr 2005 – Dec 2005	5321	6937	4311	16,569

2.2.31 Feedback from interviews with CDOs and those that they directly interact with would suggest that a higher and more focused level of service is being efficiently delivered within the Custody area with supporting anecdotal evidence coming from the recipients of the service, namely fellow officers, solicitors and those detained.

2.2.32 Unfortunately there is a dearth of current data available to determine whether detained persons are being processed in a more timely manner but there is certainly anecdotal evidence to suggest more professionalism within the process.

2.2.33 Of Activity Analysis conducted in C Division for the month April 2005, it predictably highlighted that over **57%** of the CDOs time was spent on checking DPs welfare, **19%** booking in DPs and **4%** feeding DPs.

2.2.34 Investigation Officers (IO)

First employed by Bedfordshire Police in November 2003, there is now a total establishment of **24** Investigation Officers force-wide. They are deployed force-wide as follows:

Table Six – IO Distribution

B	C	D
5	12	7

2.2.35 Their role includes:

- Working alongside police officers carrying out investigative and other crime related matters.
- Interviewing and further arresting detained persons.
- Taking DNA, Fingerprints and Photographs of detained persons.
- Liaising with DP's legal representatives.
- Obtaining and executing Search Warrants.
- Preparing written statements of evidence and giving evidence at court.

2.2.36 Investigation Officers are line managed by their respective Police Supervisors and are remunerated at Civilian Scale 5/6.

2.2.37 The role of Investigation Officer is now widely installed within most forces with some choosing to deploy such resources in their specialist units. Bedfordshire has not expanded the IO role within specialisms such as Drug Squad, Economic Crime Unit and Child Protection to date but there is clearly potential to do so gauging their effectiveness in more general areas of investigation since introduction.

2.2.38 The effect that the introduction of Investigation Officers has had is to release police officers to frontline duties that were otherwise engaged in such investigative functions as the Prisoner Handling Units.

2.2.39 In terms of productivity, IOs have proved extremely effective with performance in all three territorial divisions matching their police officer colleagues in investigative outcomes for volume crime. Indeed, one IO in C Division obtained a total of 112 detections over one twelve month period, exceeded only by officers from certain specialist units.

Management Action 1:

The role of Investigation Officer should be expanded into areas of Specialist Investigation via the Financial Planning Cycle and opportunities for Civilianisation.

2.2.40 A natural derivative of the IO's role can be found in the CID department at Luton where there is an establishment of 4 Detective Assistants that have now been employed on temporary contracts to assist detectives with such functions as statement taking and CCTV viewing. Unlike I/Os, the Detective Assistants do not interview suspects, prepare case files or attend court.

2.2.41 By employing police staff in such investigative roles the force makes an annual saving of **£3859** per officer. Considering the entire Force establishment of I/Os, this equates to a total saving of **£92,616** per annum.

2.2.42 Scenes of Crime Officers

March 2004 saw the Scientific Service Department become totally civilianised with all remaining Police Officers performing SOC duties being redeployed to frontline duties. At current establishment levels there are **28** Scenes of Crime Officers.

2.2.43 Nationally, very few forces now have police officers performing roles within their Scientific Services Departments and this includes the departmental heads.

2.2.44 Retired Police Officers

2.2.45 As a baseline figure, Bedfordshire Police lost the following number of officers through the usual wastage of retirement.

Table Seven: Police Officer Retirements

Year	2002/2003	2003/2004	2004/2005
No.	92	104	92

2.2.46 This equates to a total of **288** Police Officers in three years, lost to the organisation, but who may still possess the requisite skills and capability to provide support to the organisation.

2.2.47 All of these individuals generally undergo an Exit Interview process where they are asked, among other things, whether they would consider returning to the Force on a contracted basis. This information is kept on a database maintained within the Personnel Department. Unfortunately data in relation to their skills and relevant qualifications are not retained.

2.2.48 The Policing Bureaucracy Taskforce Report 2002 highlighted a trend with forces hiring retired officers who had a set of skills that were under demand. The report recommended a co-ordinated national database.

2.2.49 In Spring 2004 a national agreement was established for the short term supply of temporary staff under the jurisdiction of ACPO and incorporated the use of retired officers. The majority of forces now subscribe to this agreement however Bedfordshire did not take this option up as it was found not to provide best value.

- 2.2.50 The force currently employs retired police officers on both permanent and temporary contracts. Temporary contracts tend to be negotiated at divisional level with staff being supplied via a number of agencies now being run by former police officers. The rates associated with the contact are negotiated at a Force level.
- 2.2.51 The Force at the time of the review was undertaking a full EU tender exercise for the future provision of retired police officer services. As part of the exercise the Force is looking at the either managing the scheme for itself and/or jointly with the County Council, who operate similar schemes for teachers.
- 2.2.52 Retired officers have been brought back into force to perform a variety of jobs including Hate Crime Investigator, Intelligence Analyst, File Quality Checker, Property Maintenance and Disclosure Officer. C Division currently have eight such contracted persons. D Division have employed at total of eleven between April and October 2005. B Division currently have five contracted staff, one who is performing a Gatekeeper role in their Criminal Justice Unit (CJU) with the other four assisting with the clearance of a crime report backlog.
- 2.2.53 Examples of other forces using retired officers are Cambridge and their use of such resources for Major Enquiry Disclosure/Exhibit functions, Norfolk employing such staff to view evidential CCTV backlogs and assisting with HMIC audits and inspections.
- 2.2.54 Avon and Somerset recently resourced almost the entire backroom support function of a Street Robbery Initiative with retired officers.
- 2.2.55 Through its Personnel function, the Force is developing and implementing a register of retired officers and staff, which incorporates a skills database, and progress will be reported to the Police Authority HR Committee (See Section 3.6).
- 2.2.56 Volunteers**
- 2005 was officially the year of the volunteer and national research found that there were over 11 million people in the UK willing to be asked to volunteer but who found it difficult to identify an opportunity that met their interests and availability.
- 2.2.57 Bedfordshire currently engages 40 Volunteers in performing a range of tasks from Neighbourhood Watch and General Administration to Property Maintenance. Currently there is no formal policy for recruitment and deployment of volunteers and no database of relevant skills held.
- 2.2.58 There is an initiative operating in Luton called 'Improving Prospects' that is jointly funded by the European Social Fund and the Police Authority that looks at improving the employment prospects of unemployed people. Bedfordshire Police have benefited from this scheme by engaging two persons into administrative posts at Leagrave. It is hoped that this project will develop and enlist up to a

- further 40 volunteers before the end of 2005 and that it will facilitate the staffing of Leagrave Police Stations Enquiry Office by volunteers.
- 2.2.59 Initial consultation with other forces would suggest that Bedfordshire are not fully exploiting opportunities to utilise their volunteers more proactively e.g. involving them in crime reduction initiatives and such activities as CCTV analysis. (Volunteering is examined in more detail in Section 4).
- 2.2.60 **Neighbourhood Policing Pathfinder Pilot Project:** Seen as one of the main pillars of Workforce Modernisation, Neighbourhood Policing Teams or Safer Neighbourhood Teams as they are now known within Bedfordshire are being piloted in all Forces with a full 'roll out' of the project expected in 2008.
- 2.2.61 Luton Pathfinder Pilot is under the overall supervision of a Chief Inspector, with an Inspector having day to day control of 5 geographically based teams. Each of these teams have a Sergeant that is operationally responsible for the briefing, tasking and deployment of a Police Constable, three PCSOs and five Specials. In terms of resource deployment and structure, the make up of individual teams is duplicated within all five teams.
- 2.2.62 Although all five of these areas have been subject of mapping techniques that have included geo-demographic profiling and consideration of recorded crime, the British Crime Survey and Index of Multiple Deprivation, it would appear that current resources are too equi-distributed and not reflective of the diverse make up or needs of the individual areas.
- 2.2.63 Consultation with the PCSOs and Specials that help make up these Neighbourhood Teams also confirms that there is scope for improvement in relation to the understanding of individuals roles, responsibilities and powers.
- 2.2.64 It is the opinion of the review team that these areas need further consideration by the Pathfinder Project Team. Integration of both the immediate and wider policing family into these neighbourhood teams is not only desirable but essential in achieving the most effective response to neighbourhood policing issues.

Recommendation 1:

The Pathfinder Project Team consider the make-up of Neighbourhood Policing Teams in light of the needs and make-ups of the specific areas being served with appropriate alignment of resources for the Immediate and Extended Policing family.

- 2.2.65 Implementation of this recommendation should consider, for example, new mixed teams involving the Police, Local Authority Wardens and the wider community to tackle anti social behaviour and provide high visibility policing as per the Nottinghamshire pilot (See Section 2.7.17).

2.3 Performance

- 2.3.1 There are few measures currently in place that effectively record the performance of the new roles introduced through the PRA, however, one of the most relevant performance measures that gauges progress in the area of modernisation is the Frontline Policing measure.
- 2.3.2 Frontline policing is a key part of Public Service Agreement (PSA2). Measurement of frontline policing is based on the percentage of time spent by police officers on defined categories of frontline duties. Bedfordshire set a target of **72.5%** for 2005/06 (Police officer numbers being assessed in terms of Full Time Equivalent (FTE) posts).
- 2.3.3 Annual Data Returns for frontline policing shows that of 62 HMIC specified policing functions, 30 are classified as Frontline.
- 2.3.4 Bedfordshire Police was deemed to be the best performing force nationally in this area in 2003/04. Comparison with our MSF for 2003/04 and 2004/05 shows the following:

Table Eight- FLP % of MSF

Force	Beds	A & S	Hants	Kent	Leics	N'hnts
FLP 03/04	70.18%	61.67%	64.19%	66.65%	62.06%	66.66%
FLP 04/05	70.25%	63.29%	65.69%	67.62%	59.98%	59.71%

- 2.3.5 Frontline Policing performance data for 2004/05 indicates that the Force have failed to meet its target of 71% (**70.25%**) but are still placed second nationally. The failure to meet this target has been impacted by sickness levels in 2004/05.
- 2.3.6 HMIC guidance recommends that forces should seek to achieve 90% of their police officer strength engaged in operational posts. As of September 2005, Bedfordshire achieved **91%**.
- 2.3.7 Other methods of gauging performance in areas impacted upon by this mixed economy of resources is through the British Crime Survey and the SPI measure of 'Feelings of Public Safety'. In the year to March 2005, the % of the public perceiving a high level of ASB was recorded as follows for our MSF:

Table Nine – % Perceiving ASB

Force	Beds	A & S	Hants	Kent	Leics	N'Hants
% ASB	17%	15.1%	15%	14.8%	15.3%	16.9%

- 2.3.8 This shows Bedfordshire as the poorest performer in its MSF. Nationally, the picture shows that the Metropolitan Police are the worst performing force in this area of policing with **23.1%**. The best performing Force are Dyfed Powys with **10.5%**. Improvement in this area may well, therefore, warrant the implementation of a deployment strategy aimed at the resources that collectively make up the wider policing family. Effective deployment of NPTs will influence the perception

of ASB but it is important to note that it is also heavily influenced by the media and a reassurance communication campaign would assist as identified in the MORI Good Job survey.

2.3.9 In terms of performance relating to those teams that make up the extended policing family, it has been difficult to gauge the early effectiveness of resources such as the PCSOs.

2.3.10 Little evaluation has been done locally other than limited periods of Activity Analysis. Two earlier periods of analysis were conducted within C and D Divisions between May 2004 and February 2005 and a separate evaluation of the first 12 PCSOs appointed to the force in October 2003.

2.3.11 The activity analysis research for C and D Division appears to show the following:

Table Ten– PCSO Activity Analysis

ACTIVITY	% TIME SPENT
Visible Foot Patrol	36%
Visible Vehicle Patrol	10%
Deal with Incidents	4%
Community Involvement	6%
Non Incident Related Paperwork	10%

Note: Only key categories referred to.

2.3.12 The evaluation conducted on PCSOs in D Division dealt with activity and the public's perception and came up with the following findings:

2.3.13 Like the previous Activity Analysis conducted, surprisingly only **33%** of PCSO time was spent on visible patrol, with 16% of time being spent on administration on station. This obviously raises concerns as to whether PCSOs are being utilised for their principal function.

2.3.14 Closer examination of their activities are more reassuring in that the actual time spent outside of the station is closer to an average of 70% although the effective deployment of PCSOs is clearly something that should be monitored as part of the NP rollout.

2.3.15 In relation to the public's perception of PCSOs, local research suggests that only 50% of people surveyed had any awareness of PCSOs and their roles.

2.3.16 Of those with such awareness, there was clear support for the concept of PCSOs and positive indications that they were effective and generated a feeling of safety. Unsurprisingly, the views of the majority of those surveyed favoured an increase in PCSO numbers.

2.3.17 The most recent activity analysis of PCSOs was carried out force-wide over a two week period in September 2005. The key findings from this were:

Table Eleven- Beds PCSO Activity Analysis

Activity	Visible Foot Patrol	Community Involvement	Dealing with Incidents	Visible Vehicle Patrol
Hours Spent	493 (34%)	162 (11%)	82 (5%)	212 (14%)

2.3.18 A recent study carried out by the Home Office between July 2004 and June 2005 sought to provide a national profile of PCSOs and their deployment and to provide indications as to their impact on levels of crime and anti-social behaviour.

2.3.19 The headline findings were:

- PCSOs spent most of their time in the community through visible patrol and engaging with the community. Much of this time was spent dealing with youth disorder and alcohol related issues;
- PCSOs were seen as more accessible than Police Officers by some members of the public who were, therefore, more likely to report issues to them that they would not 'trouble' a police officer with. The public was also more likely to pass on information to PCSOs;
- PCSOs activities varied in different locations which reflected Force level and more local priorities;
- The evaluation found no evidence that PCSOs were having a measurable impact on the level of recorded crime or reported incidents of anti social behaviour in the areas that they were deployed. This may be accounted for by the number of factors including limitations of the data, changes in level of reporting and the sorts of activities targeted by PCSOs;
- The public valued the role of the PCSO. There was strong evidence from two case study areas where the PCSOs were well known by name to the community, that the residents and businesses felt that PCSOs had made a real impact in their areas especially in dealing with youth disorder;
- The diversity of PCSOs, particularly in terms of ethnicity and age, has been one of the successes of the implementation of this new role;
- Over 40% of PCSOs said that they joined as a stepping stone to becoming a fully sworn police officer.

2.3.20 Some of the areas for concern highlighted were:

- Staff Turnover and impact on the service provision to the neighbourhood;
- The implications of PCSOs carrying out tasks that fall outside their main remit of patrol and community engagement;
- The balance of close team working with police colleagues and the importance of maximising visible patrol;
- How to ensure adequate levels of supervision without overburdening Sergeants;
- How to deliver the right level of training and induction that meets the needs of PCSOs.

Table Twelve: % of time spent on Patrol - PCSO/PC

% of Time	Merseyside		Northumbria		Sussex	
	PCSO	PC	PCSO	PC	PCSO	PC
Incident Linked Activities	3.4	27.7	10.4	35.1	13.9	54.4
Patrol & Community Involvement	50.4	16.4	56.6	29.8	50.4	16.4

2.3.21 The evaluation concluded that there were two key factors to the successful and effective use of PCSOs. These were:

- The embedding of PCSOs within the Forces' organisational structures;
- Ensuring that Police Officers and members of the public fully understand the unique role of PCSOs.

2.3.22 Again, the findings of this national study echo local findings in that Bedfordshire Police have work to do in communicating the role of their PCSOs and how they integrate them within the organisation. The move to Neighbourhood Policing provides the ideal opportunity to address these factors.

2.3.23 In addition to the Home Office Survey, another in-depth evaluation of PCSOs to date has been conducted by the University of Leeds on behalf of West Yorkshire Police. Research was based on the initial 12 months deployment of PCSOs in the Bradford and Leeds area and focused on their effectiveness, deployment and management.

2.3.24 At the time that the evaluation took place in March 2004, there were 229 PCSOs recruited and deployed and these were made up of 34% women and 7% from BME backgrounds.

2.3.25 In six months up to February 2004 PCSOs spent an average of 83% on patrol in Leeds and 82% in Bradford. During this time strict principles were applied to ensure that PCSOs were only deployed to tasks within their training and capabilities.

2.3.26 The research recorded PCSO views as follows:

- **81%** said that they knew the members of their public well;
- **46%** said that they approached members of public very often;
- **59%** felt that they received a mixed reception from police officer colleagues, whilst **35%** said that they had been well received;
- **51%** felt that their skills were underused;
- **48%** could see themselves remaining in the job for the foreseeable future;
- **81%** said that they were satisfied with their job;
- PCSOs in Leeds and Bradford lost considerably less days sickness than their police officer colleagues

2.3.27 Similar stakeholder research conducted by Kent Constabulary in 2005 found that **76%** of those surveyed felt that PCSOs represented value for money and that

97% had already had some interaction with their PCSO. Other positive findings were where **75%** of stakeholders were aware of project and partnership work that their PCSOs were involved in.

2.3.28 Kent's survey did raise certain concerns regarding shifts and PCSO availability. They found that although PCSOs worked an average of 7.4 hrs per shift, two thirds of shifts concluded before 1800 hrs. Shifts were also disproportionately worked on weekdays with only 11% on either Saturday or Sundays.

2.3.29 Throughout Kent there are now 108 PCSOs working in the community, in the countryside and towns, some based in schools and Community Centres. They are supported by 221 Neighbourhood Police Officers, 85 Special Constables and over 100 Council funded Wardens.

2.3.30 By comparison with Kent, shift patterns for PCSOs within Bedfordshire appears to show much better coverage with demand being met by a four week cycle that gives coverage between 0815 and 2000 hours Monday to Wednesday. Coverage between Thursday and Saturday of 0815 and 2300 hours and Sunday between 1015 and 2000 hours.

2.4 Internal Perceptions of Modernisation

2.4.1 During December 2005 an internal survey was conducted of all police officers and police staff that focused on their perceptions and views of Police Reform, The Extended Policing Family and Neighbourhood Policing. The headline findings are taken from a response sample of 583 of which 381 were fully completed.

2.4.2 In relation to Police Reform:

- **51%** either Agreed or Strongly Agreed that Civilian Detention Officers are now fully effective in the role they perform;
- **51%** either Agreed or Strongly Agreed that Police Staff Investigation Officers are now fully effective in the role they perform;
- In both cases **30%** indicated they 'didn't know' whether the roles were now fully effective;
- In both the above cases only **2%** strongly disagreed that CDOs and I/Os were effective.

2.4.3 From this representative sample, which reflects the views of a wide cross section of police officer and staff roles, it can be deduced that both CDO and I/O roles have now been successfully integrated within the organisation and are functioning effectively.

2.4.4 Respondents were asked about their understanding of Workforce Modernisation and the following is a summary of their comments.

2.4.5 In relation to the Extended Policing Family:

- **62%** of respondents either Agreed or Strongly Agreed that deploying mixed teams of police resources is the most effective way to police neighbourhoods;

- **63%** of respondents either Disagreed or Strongly Disagreed that the public can distinguish between the mix of policing resources that now exist on the streets;
- Only **29%** of respondents either Agreed or Strongly Agreed that PCSOs are now fully integrated and accepted within within the organisation;
- **20%** either Agreed or Strongly Agreed that the Force makes most effective use of the Special Constabulary with **46%** Disagreeing or Strongly Disagreeing;
- In relation to Police Support Volunteers **34%** agreed or strongly agreed that Volunteers could be deployed in public facing roles whilst **44%** Disagreed or strongly disagreed;
- **18%** of respondents think that other public and private sector bodies should have certain police powers delegated to them – **65%** do not think they should.

2.4.6 Initial conclusions are that there is still some work to be done on marketing the idea of mixed economy policing. Internally there appears to be a lack of understanding as to the role and deployment of some of these resources and a reluctance, in some instances, to acknowledge the flexibility that resources such as Police Staff Volunteers could offer.

2.4.7 Findings in relation to Neighbourhood Policing were:

- **72%** of respondents answered YES to the question "Do you understand what neighbourhood Policing means for the Force";
- **60%** felt that Neighbourhood Policing would improve the service we offer;
- Only **40%** felt that there was a difference between Neighbourhood Policing and Community Policing;
- Asked what the main benefits of Neighbourhood Policing were, respondents chose aspects in the following ranking order:
 - Increased Public Reassurance – **84%**
 - Increased Community Involvement – **77%**
 - Greater Police Visibility – **73%**
 - Improved Resolution of Local Issues – **67%**
- **44%** think the Police Response Function should standalone within BCU – **40%** think it should be integrated within the Neighbourhood Policing Teams

2.5 Consultation with Staff Associations

2.5.1 Both UNISON and the Police Federation have been fully consulted over the review with their views very much reflecting their National Bodies approach to Workforce Modernisation.

2.5.2 The Federation broadly supports the Neighbourhood Policing Model but is clearly communicating that at the heart of any extended policing family should be the police officer. Areas for concern therefore surround any possible abdication of police function to other agencies and organisations. The Federation believe that it is important within the 'immediate family' to look at the individual roles and find the 'best fit' e.g. Police Officer or Police Staff. They also indicate that there appears to have been no adverse response to the introduction of PCSOs within

- the force and they merely voice their concern over any likelihood of extending the powers of PCSOs and the potential for them being drawn away from their core High Visibility/Reassurance remit.
- 2.5.3 The Federation do not foresee any great problems with the embracing of other internal or external resources such as Volunteers or Community Safety Accredited Scheme (CSAS) employees but add a cautionary note that none of these additional resources should mean that the police relinquish their responsibility or become de-skilled as a result. In the case of Volunteers they feel that such resources should be managed closely and only engaged when a gap in service delivery is evident and when it cannot be accommodated by existing staff.
- 2.5.4 UNISON have similar views and opinions on the introduction of the Police Reform generated roles and have no real concerns over the integration of such roles into the organisation. They fully support the force in maximising the opportunities to re-deploy police officers back to frontline duties with backfill by Police Staff.
- 2.5.5 UNISON raised the findings of the Working Environment Study 2005 that highlights that police staff are likely to feel that they have less status and respect than their uniformed colleagues and that there is no structured career pathways for Police Staff.
- 2.5.6 Through this study's findings there also appears to be a need to build up an understanding of other people's roles within the organisation. This view became a recurring theme within the review.
- 2.5.7 When considering the make up of the extended policing family UNISON do have some concerns over the employment of Police Support Volunteers and the deployment of such individuals in front-facing roles. Their stance is that volunteers should only be used in non-critical jobs that cannot be filled by existing members of staff.
- 2.5.8 UNISON also raise other issues for consideration before engaging volunteers within the organisation, namely:
- Supervision and Accountability (Who Line Manages?);
 - How are Grievance and Disciplinary matters dealt with?;
 - Training for frontline posts;
 - Cost Implication (Would the money spent on setting up a volunteer programme be better spent on full time staff?);
 - Recognition and Reward (Would there be disparity between rewards/recognition offered between Volunteers and Police Staff?).
- 2.5.9 Clearly before any such Volunteer Programme can be initiated within Bedfordshire the concerns of the Staff Associations need to be addressed and any fears allayed with regards disadvantage to police staff members.

2.6 External Perceptions of Workforce Modernisation

- 2.6.1 In January 2006, the Police Authority held a series of Budget Consultation Meetings. A number of issues raised at the meetings are relevant to this review.
- 2.6.2 A common theme amongst comments feedback from both members of the public and representatives from partner agencies was that there was a lack of understanding as to the role of the PCSO, how they fit within the modernised policing family and issues around the funding of such resources. Other comments were made in relation to availability and coverage of PCSOs and whether they actually patrolled in the evenings.
- 2.6.3 There were also observations made in relation to volunteers within the police and the perception that the opportunities to utilise such resources were not being maximised. Indeed there was a reference made to a group named Horsecatch, which has approximately 120 volunteers who are willing and available to help prevent horse-related theft within the county but who are in need of the appropriate police response to set up and co-ordinate such a scheme. Comments were also made in relation to how committed the Force was to using volunteers as part of Neighbourhood Policing Teams, especially the utilisation of Neighbourhood Watch volunteers.
- 2.6.4 Similarly, a local community consultation meeting took place in B Division in February 2006 and general comments made related to PCSOs and echoed the wider public's uncertainty of their role and powers and, more specifically, the lack of visibility in the B Division area.
- 2.6.5 In the Home Office Study it was found that the time that PCSOs spent getting to know the community and talking to young people was appreciated by local residents, businesses and their fellow police officers. However, in some areas little publicity about their role had reached residents although businesses appeared to be better informed. This led to confusion among the public, particularly in areas without PCSOs. In addition, many members of the public, however, whilst appreciating the role of the PCSO, would have preferred to have had fully sworn police officers.
- 2.6.6 In the West Yorkshire Study the communities of these two cities felt that they were generally unable to differentiate between PCSOs and Police Officers and that such confusion could lead to the raising of false expectations as to what PCSOs could actually legitimately do.
- 2.6.7 Reinforcing this, most interviewees stated that they had not witnessed a PCSO dealing with a confrontational situation and were, therefore, uncertain how this might be handled. They felt that witnessing PCSOs in such situations would impact on the longer-term reassurance value of PCSOs.

- 2.6.8 Other responses from the public in Leeds and Bradford expressed concern that PCSOs tend to be more visible at times of the day when people already feel safe, namely during the day.
- 2.6.9 In light of the stretch New Bedfordshire LAA target in relation to 'Feeling Safe at Night' (2006/07 being the baseline year) we should note that we currently deploy PCSOs to 23:00 hours on Thursday through to Saturday.
- 2.6.10 Ultimately, most members of the public surveyed viewed the introduction of PCSOs in a positive light, with the proviso that they are seen as a resource that serves as a supplement and not a substitute for ordinary policing provision.

2.7 Home Office Workforce Modernisation Pilot Project Evaluation

- 2.7.1 In 2004, Forces in 10 pilot areas collectively received £13 Million to recruit additional staff to perform station based jobs traditionally performed by Police Officers. There were three main policing areas for consideration within these projects: Custody; Investigation; and Communities.
- 2.7.2 Disappointingly from a review perspective, there has been no formal Home Office evaluation of these pilot sites to date and one is not expected until April 2006. Individual forces have therefore been contacted for updates and emerging findings. Appendix B contains an overview of the 10 pilot areas. The findings from the most successful pilot projects are summarised as follows:
- 2.7.3 **Surrey Police (£1.5M Funding)**
- The aim of this project was to develop a mixed economy workforce with four key capabilities (Community Safety, Emergency Response, Specialist Response and Strategic Services) and within these categories to employ a number of staff such as Investigative Officers and Administrators/Allocators. This is intended to:
- Ensure better use of police staff and release police officers to frontline duties;
 - Develop new working practices to improve efficiency and performance;
 - Improved responsibility of officers to take forward their own training within a chosen speciality;
 - To be more responsive to local stakeholders expectations;
 - Test the concepts of Surrey's Workforce Modernisation Model;
- 2.7.4 The new working methods have been piloted in two areas: Volume Crime (Waverley); and Reassurance Policing (Guildford).
- 2.7.5 The mixed economy teams in both areas rely on an innovative use of Constables as managers supervising other members of the team. Previously a Sergeants role, this has been separated into an enhanced Constable's role, responsible for managing workloads, identifying tasks to an administrator/allocator, who in turn, allocates tasks to the most appropriate member of staff.
- 2.7.6 Other members of the team include a PC and Investigation Officers. In the case of the Reassurance Policing project, PCSOs are utilised as opposed to

Investigation Officers. The enhanced Constables role is supported by a maximum SPP award of £5,000 which will be reviewed at the end of the project.

2.7.7 Interim Findings:

Quality

- A staff survey reveals a positive attitude amongst project staff regarding their commitment with high levels of job satisfaction;
- Project staff were concerned regarding the heavy workloads and the need to recruit additional staff;
- There were doubts regarding the commitment of senior managers to the project.

Productivity

- Over an 8 month period the average time taken to close a crime in the project area was **30.3 days** compared with **42.5 days** in a control area;
- Investigation officers now dealing with 2/3rds of all tasks dealt with by Police Officers, freeing up more time (Not quantified);
- There was an increase in the detection rate of **28.2%** against a force average increase of only **7.7%** over a 3 month period of assessment;
- The reassurance project reports an increase in coverage of individual wards from **0.7** to **1.6** officers per ward;

Savings

Surrey have considered the mixed economy approach on a forcewide basis across the three core frontline services: Response; Investigation; and Neighbourhood Policing. They estimate that the reduced salary/employment costs would result in a cashable efficiency saving of **£8.8 Million** per annum or 6-7% of total revenue for the force, although Surrey are quick to emphasise that these figures should be treated with caution and are only a rough indication of potential savings.

2.7.8 Conclusions:

Statistics reveal that the volume crime project at Waverley despite having a third fewer members of staff (29 as opposed to 39 in control area) is managing almost twice the amount of allocated crimes (24.7% against 13.3%). Despite the greater workload (average workload of **5.3** investigations per officer compared with **3.8** in control site) the average life of all crimes is **29%** shorter at **30.3** days as opposed to **42.3** days.

2.7.9 As a result of the apparent success of this project the Review Team made a specific visit to the Surrey Pilot Site. There they were able to see first hand the work of the Divisional Crime Investigation Team and speak to its staff.

2.7.10 Although independent evaluation of this project is not due until October 2006 it was clear from talking to staff that there was a strong team ethos which had allowed this new mix of roles to gel and perform effectively. Particularly key to the efficient running of this team was the newly created post of Police Staff Administrator/Allocator. Funded through the project as an area of growth, these individuals were the focal point for the allocation of all investigative tasks from receipt of complaint to arrest and file completion.

- 2.7.11 They were responsible in particular for arranging the day to day diaries and appointments of all members of the team to ensure that tasks such as statement taking, forensic submissions and arrests were all completed in a logical and timely manner. They also took responsibility for such things as updating victims of case status and conducting risk assessments prior to the teams engagement with the suspect.
- 2.7.12 From a purely administrative point, they were responsible for inputting all investigative tasks on a bespoke IT system and of disseminating such information to the Team Leaders for them to manage workloads and prioritise.
- 2.7.13 Upon speaking to the Police Officers and Police Staff Investigators the review team were able to glean that the Administrator/Allocator role was pivotal to the success of the team and was a role that could be adapted to a conventionally structured CID office. It is also not a role that replicates the work of the traditional office manager but one that allows Police Staff to become more involved with investigation and case management.
- 2.7.14 In the opinion of the Review Team. the Administrator/Allocator role is one that is a good example of where modernisation of certain roles and responsibilities allows police officers to concentrate on their core investigative function whilst the peripheral tasks are co-ordinated and undertaken by a member of Police Staff.
- 2.7.15 From a purely financial viewpoint, the Administrator/Allocator Post attracts a Scale E Salary (£17,000-£19,000) which when considering the performance in terms of the average life of crime investigations and detection rates against the control site, it is clear that this post offers good value for money and should be considered for adoption within Bedfordshire.
- 2.7.16 Finally, for clarity, this role also exists on the piloted Reassurance Team and performs a similar tasking/co-ordinating function. The only difference being that these staff service the needs and requirements of PCSOs and work closely with them on the more problem orientated community issues as opposed to investigations.

Recommendation 2:

Pending full evaluation by Surrey (November 2006) the Force prepare a Business Case on the feasibility of introducing the Administrator/Allocator role within its Investigative areas and Neighbourhood Teams with a link to the 2007/08 budget setting process.

2.7.17 Nottinghamshire (£493,482 Funding)

This project involved the setting up of new mixed teams involving the police, Local Authority Wardens and the wider community to tackle anti social behaviour and provide high visibility policing. It was also intended that the teams would provide a single point of contact for other agencies whilst maintaining a city wide perspective on ASB matters.

- 2.7.18 In total there were 4 multi skilled task force teams consisting of Team Managers/Supervisors, Local Authority ASB Officers and newly recruited PCSOs. Specifically the teams were made up of 1 Sergeant, 2 Police Constables 2 PCSOs and 2 ASB Officers in an attempt to maximise the skills and specialisms found within the individual disciplines.
- 2.7.19 Also operating across all four teams was a Senior Youth Worker and six youth workers. These were supported by a Senior Community Drugs Worker who was in turn supported by five Community Drugs Workers.
- 2.7.20 The success of this project was difficult to measure with means of monitoring and recording effectiveness still being developed.
- 2.7.21 Anecdotally, there was evidence that the diverse resources had integrated well and were performing effectively. This can be seen in terms of the following outputs:
- 159 Arrests (129 resulted in Charges)
 - 549 items of intelligence submitted
 - 74 persons Stop/Searched
 - 12 Search Warrants executed
 - 37 Operational Orders produced and carried out
 - 46 ASBOs applied for
 - 17 ASBOs issued and enforced
- 2.7.22 No data is available at this time to indicate any savings made or in relation to the equivalent freed up time.
- 2.7.23 In conclusion, some conflict was experienced between the Force and the City Council and this related to the tasking and remit of the unit. This led to the Council setting up a separate unit that worked in parallel to the Task Force. Initially fears were voiced that this would lead to a duplication of effort. All parties have subsequently worked to minimise any possibility of this occurring but it does illustrate some of the general difficulties of working in partnership.
- 2.7.24 Other teething problems related to shift patterns and the fact that police staff worked nightshifts and weekends but Local Authority staff worked predominantly 9am to 5pm weekdays only. This has been addressed by more targeted supervision and clear instructions being given before going off duty leaving staff unsupervised.

2.8 Evaluation of HO Pilot Projects:

- 2.8.1 A common theme with all pilot sites, whether the project was Investigation, Custody or Community focused, was the difficulties encountered in demonstrating how the time that was freed up by the creation or re-engineering of the respective roles was put to effective use. Accurate calculation of efficiency savings are therefore difficult.

- 2.8.2 It seems fairly clear that the majority of the projects have seen varying degrees of performance improvement, predictably where there was growth, with the new roles being culturally accepted within their respective forces. Unfortunately most of the findings to date have been anecdotal and relate more to a general feel good factor and are not always supported by hard evidence of performance improvement and costed savings. It is surprising, therefore, that the Home Office, at the outset, did not provide guidance to the forces as to how and what areas of performance would identify measurable efficiency, effectiveness and economy.
- 2.8.3 In terms of what Bedfordshire could learn from these individual projects, it is satisfying from a force perspective that the likes of Police Staff Investigators and Detention Officers are already a well established and effective resource in Bedfordshire.
- 2.8.4 In relation to the community focused projects, West Yorkshire's Circle Panels seem to bear some resemblance to the Stakeholder Pilot Projects that are already operational within Bedfordshire and so no added value can be seen from pursuing such an approach.
- 2.8.5 The Nottinghamshire Anti Social Behaviour Task Force does appear to have some merit with its integration and co-ordination of a diverse range of skills and experience drawn from the community. Although there are pockets of such joined up working evident in Bedfordshire, with Anti-Social Behaviour Teams in Luton, this is far from the norm and not specifically targeting ASB in such a way.

3 Working with Partners in the Extended Policing Family

3.1 Introduction

- 3.1.1 The modernisation agenda seeks to put the 'right people' in the 'right place' at the 'right time' to address crime and the fear of crime whilst acknowledging the roles and contribution of other organisations and agencies working at local and national level.
- 3.1.2 A Best Value Review of Partnerships was conducted in 2004 and identified that although the Force has a strategic aim to 'deliver through partnerships', neither Force nor Police Authority had a strategy as to how this will be delivered.
- 3.1.3 Related recommendations were therefore made that sought:
- The introduction of a Force Partnerships Policy that gave greater understanding of the relevance of partnerships, greater consistency and corporacy in partnership working and greater ability to identify emerging partnerships;
 - The holding of a Annual Partnership Forum that improved the visibility of the Police Authority with partners and provided a vehicle for communication of roles;
 - A nominated officer on each division to act in a co-ordination capacity for partnerships;

- A specific input for partnership activities is developed.
- 3.1.4 Whilst considering more effective relationships with our local partnerships, it is acknowledged that the police service is just one component of a new mixed policing approach and, as such, faces many challenges. To embark upon such changes in the way we conduct our business, Bedfordshire Police will therefore need to consider:
- Partnership Strategies – Will the force need to make changes in internal structures to accommodate new working arrangements with partner agencies;
 - Training and Accreditation – The force will need to consider training implications for those resources from the EPF that will seek accreditation;
 - Priority for Leadership – Chief Officers in the Force will need to ensure that there is clarity at a strategic and local level regarding leadership and accountability of this mixed economy of resources;
 - Financial Implications – There will be cost implications involved in the management and co-ordination of such resources, particularly in the areas of training, administration and set up costs.
- 3.1.5 The elements above should be incorporated into the Partnerships Strategy which is currently being developed.

3.2 Scope for Greater Engagement with Partner Agencies

3.2.1 Warden Schemes

- 3.2.2 The review has consulted both locally and nationally in this area and found a wealth of good practice.
- 3.2.3 The history in relation to Warden Schemes is that in 2000, the Office of the Deputy Prime Minister (ODPM) allocated £93 Million towards a Regeneration Programme that saw the emergence of 250 Warden Schemes. With other sources of funding coming from the likes of the Neighbourhood Renewal Fund and New Deal there are now over 450 Schemes nationally and this is expanding.
- 3.2.4 The aims of these schemes has been to fast track local services into tackling such issues as fly tipping, dog fouling, littering, graffiti, abandoned cars and a range of other quality of life issues.
- 3.2.5 Independent evaluation of these schemes has found that the wardens act as an ideal link with other agencies, create an investment environment for other agencies, are a new generation of neighbourhood officials that know the area, face the people and get the job done. They are seen as being directly responsible for a reduction in crime, fear of crime and anti-social behaviour and are deemed value for money.
- 3.2.6 Examples of successful schemes nationally are:

- Hull has a voluntary sector scheme where 160 environmental wardens have been responsible for, among many other things, the recovery of 30,000 sharps.
 - Kent County Council has employed 100 Wardens; Nottingham, 50 Wardens; Southwark, 90 Wardens; and Middlesborough, 90 Wardens. Through these schemes areas have experienced reductions in all volume crime categories.
 - Swindon, Southampton and Walsall have all introduced large Junior Warden and Ambassador Schemes.
 - 20 Warden Schemes nationally are now fully accredited under the CSAS.
- 3.2.7 Local consultation has revealed some examples of good practice and joined -up working. For instance, Bedford Borough Council operate with eight Street Rangers that are responsible for patrolling the streets of Bedford identifying quality of life issues such as graffiti, dumping of rubbish, dog fouling, dangerous parking, noise nuisance and damage to street furniture.
- 3.2.8 In addition, Bedford Borough Council employ three Park Rangers who perform a similar caretaker role for the parks and open spaces.
- 3.2.9 Both schemes operate with the full knowledge and co-operation of the Neighbourhood Policing Teams and they regularly share information. Consultation with the overall manager of this scheme confirmed that there is a healthy working relationship with Beat Managers and PCSOs in particular and this is evidenced by joint attendance at events such as Environmental Action Days and the sharing of local Cop Shop facilities to network, brief and task.
- 3.2.10 As testament to the success of these warden schemes, one of the Street Rangers was recently recognised nationally by the ODPM for their services towards community engagement.
- 3.2.11 To reinforce this, a member of the review team also spent time with a Street Ranger and saw first hand the varied extent of their work and the wide geographic coverage.
- 3.2.12 In other areas of the county there are examples of the Warden Scheme. Luton, for instance, have four Local Authority funded Community Safety Wardens. They herald from a tenancy enforcement and social behaviour background and tend to integrate this work within their community safety patrols. There is already evidence of a good relationship developing between these wardens and the PCSOs.
- 3.2.13 Early observations of the review team is that Warden Schemes have enormous potential if managed and co-ordinated effectively and are ripe for accreditation under the CSAS. They are also seen by some forces as a viable alternative or complementary to the deployment of PCSOs. This is an area that needs to be examined further within Bedfordshire before full financial commitment is made with regards PCSOs.

3.3 Highways Agency Traffic Officers (HATO)

3.3.1 As part of a national partnership with the Highways Agency, from June 2006, we will see Highways Agency Traffic Officers patrolling the motorway in Bedfordshire. Controlled from a new purpose built control room on the M25 at South Mimms, trained Traffic Officers will patrol from distinctive and highly visible Highways Agency vehicles eventually giving coverage 24hrs per day 7 days a week. Traffic Officers will carry out tasks not requiring the attendance of a police officer and attend the following scenes:

- Motor vehicle accidents
- Removing damaged and abandoned vehicles
- Clearing debris on carriageways
- Undertaking high visibility patrols
- Providing mobile/temporary road closures
- Supporting police in their duties

3.3.2 Research suggests, whilst few benefits will be gained within our call handling functions, during the first year, when a limited service will be operated, it is anticipated, within our county, the new patrol officers will attend 1,366 (**26%**) of motorway incidents which would have previously required a police attendance. Within twelve months, when fully operational, covering 24hrs per day and able to work in live lanes, it is forecast they will attend and resolve about 4,200 to 4,728 (**80-90%**) motorway incidents per annum.

3.3.3 By displacing these tasks, significant savings in Roads Policing Unit patrol deployments will be achieved allowing those resources to concentrate on core policing and road safety objectives. The full benefits and resources released will not be known until March 2007, when HATO is operating more independently.

3.4 Community Safety Accreditation Scheme (CSAS)

3.4.1 The national picture is that 28 of the 43 forces are now introducing CSAS into their areas. One of the drivers for this is the Government's requirement under S40(7) of the PRA that all forces include details of existing or revised CSAS in their Annual Policing Plans.

3.4.2 Through the Police Reform Act 2002, Chief Officers now have the legislation that allows them to accredit members of the extended policing family who are not employed by the police, with the intention of harnessing the commitment of those already involved in crime reduction and reassurance.

3.4.3 In January 2006 the Government gave further impetus to the Scheme through its Police and Justice Bill where it is seeking to extend the idea of accreditation to the likes of Trading Standards Officers, with Chief Officers enabling TSOs to issue Fixed Penalty Notices for Disorder.

- 3.4.4 Recently a variety of accredited Warden Schemes have evolved with Local Authorities, Housing Agencies and other partnerships that provide 'peacekeeping' and community safety patrols, utilising paid and trained staff.
- 3.4.5 Such agencies, however, will only be granted powers if they are appropriate to the role that is being performed and they assist the accredited person to be more effective. Some of the powers that can be exercised by accredited persons are listed below:
- Issue of FPNs for Dog Fouling, Littering, Graffiti, Fly Posting;
 - FPNs for riding a pedal cycle on a footpath;
 - FPNs for parents whose children truant from school;
 - FPNs for specified areas of Disorder.
- 3.4.6 Bedfordshire Police do not currently operate a centrally managed Community Safety Accreditation Scheme. Work is, however, ongoing by Community Safety Department to identify best practice amongst other forces.
- 3.4.7 Early findings are that those forces that have implemented such schemes have engendered closer working relationships with the private sector and experienced more effective partnership working within the NPTs.
- 3.4.8 National developments in this area include the ACPO Crime Prevention Initiatives (CPI) Company, which is developing a national criteria for CSAS. ACPO(CPI) will receive and process applications from private sector companies who operate in more than one force area.
- 3.4.9 There is therefore much scope for Bedfordshire to fully engage with the Private Security Industry in relation to developing such a scheme, however, early research would suggest that most forces are engaging with Local Statutory Partners in the first instance as the linkage is already established making the setting up of schemes less problematic.
- 3.4.10 The Review Team have consulted widely in this particular area and have visited forces exhibiting good practice. Among those forces both Essex and Hertfordshire seem fairly advanced and proficient in managing such schemes.
- 3.4.11 Essex for instance have a dedicated Scheme Co-ordinator who has been in post for 15 months and has been responsible for managing and co-ordinating the accreditation of **7** organisations and a total of **64** Accredited Persons (AP). These organisations include Local Authority Street Warden Schemes, Housing Associations, Park Rangers, ASBO Wardens, VOSA and Private Security staff employed by local hospitals. Essex have set a target of having a further **17** organisations and **350** persons accredited by the end of 2005/06 financial year.
- 3.4.12 From an integration viewpoint, the Street Wardens are firmly established as part of the Neighbourhood Policing Teams where they attend weekly tasking meetings and receive daily email briefings. Generally, however, recent evaluation of the schemes has highlighted that there is still room for improvement in the passage of information/intelligence between parties.

- 3.4.13 Hertfordshire similarly have a dedicated Scheme Manager who has additional responsibility for the Volunteer Scheme. Hertfordshire currently have 8 schemes operating including 113 Accredited Persons. These schemes include 5 local councils who employ Street Wardens, ASBO and Licensing Officers. Also included are 70 accredited private security staff from the local university.
- 3.4.14 Like Essex, links between the schemes and the Neighbourhood Teams have been established and there is an efficient through flow of intelligence and information between the accredited persons and divisional intelligence officers. Hertfordshire even give the APs a direct line to their Call Handling Centre for the reporting of incidents.
- 3.4.15 Of our most similar forces Northamptonshire appear to have the most established CSAS which has been running since March 2004 and has 8 schemes comprising Borough/District Councils and the County Council.
- 3.4.16 In total, 30 persons are accredited as Neighbourhood and Environmental Wardens.
- 3.4.17 Bedfordshire has had 6 VOSA (Vehicle and Operator Services Agency) staff accredited by the Chief Constable in May 2004. These are the only Accredited Persons operating within Bedfordshire under the CSAS.
- 3.4.18 VOSA are a merger of the Department of Transport's Vehicle Inspectorate and the Traffic Area Network. The police side of the scheme is currently managed by an Inspector within the Road Traffic Department with no input or co-ordination from the centre.
- 3.4.19 CSAS issues for future consideration within Bedfordshire surround the type, level of requirement, ownership, and governance, administration, marketing, communication and training of such schemes. Certainly the previously mentioned Street Ranger Scheme in Bedford has potential for early consideration of accreditation under the scheme.
- 3.4.20 In terms of cost, consultation with Forces already operating CSAS would suggest that the post of Scheme Manager attracts a Scale 6 (Mid Point) of £25,900. Bedfordshire do not currently have such a position and so this has to be seen as an area for growth.

3.5 Security Industry Authority (SIA)

- 3.5.1 Following the introduction of the Private Security Industry Act 2001 the SIA have been developing policies and procedures to facilitate the regulation of the private security industry. The SIA is a non-departmental public body and is responsible to the Home Secretary for its performance.
- 3.5.2 Since the introduction of licensing for Door Supervisors in March 2004 the government has been keen to extend such regulation to other areas controlled by the private sector.

- 3.5.3 The review team has consulted with the Security Industry Authority in relation to CSAS partnerships with the private sector. The SIA support the idea of policing interaction between public and private sector but state that the baseline for engagement must be through SIA and the Approved Contract Scheme which is to be the Kitemark for the security industry and will provide regulation and integrity for all parties. The SIA cite both Essex and Hertfordshire as exhibiting good practice in terms of managing CSAS within the private sector. The SIA highlight prime areas for scheme development in Bedfordshire such as the Universities and Hospitals. Both establishments employing Private Security staff and both recording high levels of crime on their sites (See Section 3.5).
- 3.5.4 Again, Bedfordshire does not currently have a dedicated resource or department that is progressing this area of engagement with the private sector although the Force's Community Safety Department has explored areas of good practice.

3.6 External Agencies providing Policing Services

- 3.6.1 Bedfordshire Police along with the majority of forces now employ retired police officers predominantly on 3-month renewable contracts facilitated through four main private agencies nationally.
- 3.6.2 One local agency has 221 staff on their books offering a range of skills from Senior Investigating Officers to Project Managers and Call Handlers.
- 3.6.3 Bedfordshire employ a number of staff from these agencies to provide cover in areas such as Crime Management, Burglary Response, Race/Hate Crime Investigation, Criminal Justice and CID.
- 3.6.4 The benefits identified with employing retired officers from these agencies is that there is flexibility of contract, continuity of business, availability of resources and provision of specialist services.
- 3.6.5 It is of interest to note, therefore, that in the 2004/05 financial year Bedfordshire Police spent approximately **£420,000** on contracted staff from such agencies. In the 2005/06 year to date, there has been a proportionally similar spend of approximately **£280,000**.
- 3.6.6 Of other comparable Forces contacted during this review, none had similar spends for contracted staff.
- 3.6.7 Such a sizeable spend makes it necessary to conduct a competitive tendering exercise under the EU Procurement Directives thus ensuring that the Force is obtaining Best Value. At the same time the Force needs to consider if such services could be obtained from another source by way of a collaborative arrangement or a process derived and managed internally. As previously mentioned an EU procurement process is currently in progress.
- 3.6.8 HMIC refers to this area of service provision in its Thematic Inspection and refers to a National Agreement being established in 2004 for the short term supply of

- temporary staff. Bedfordshire have not signed up to this National Agreement as it was found that the existing supply provision was more cost effective.
- 3.6.9 The HMIC Report goes on to make a recommendation that 'Skills for Justice' works to develop agreed standards and accreditation for the use of retired officers and other staff under contract.
- 3.6.10 For clarification, staff required for non-police specific roles such as administration are procured through a separate agency, budget and contractual arrangement.
- 3.6.11 **The Citizone Initiative:** This is a new 'one stop shop' for web based Local Government information and services within Bedfordshire with its current signatories being Mid Bedfordshire District Council, Bedfordshire County Council and South Bedfordshire District Council. An example of services offered are:
- Housing
 - Jobs and Careers
 - Legal Services
 - Social Issues
 - Transport
 - Environment
 - Education and Learning.
 - Policing and Public Safety
- 3.6.12 This initiative is not currently financially supported directly by Bedfordshire Police but support is being established through LAAs and CDRPs. Its potential for facilitating greater community engagement appears attractive and sits well within the principles and aims of Neighbourhood Policing. Indeed Citizone bases, or 'points of presence' as they are known, have already been set up in public sites in South and Mid Beds and are dealing, by way of referral, with reports of abandoned vehicles, graffiti and other quality of life issues.
- 3.6.13 Bedfordshire Police are currently engaged with Citizone to examine the financial implications of supporting the initiative. Benefits could be envisaged in the area of data sharing with partner agencies, crime reporting, intelligence gathering, complaint recording and customer satisfaction surveying.
- 3.6.14 **West Yorkshire Plural Policing Unit:** For Bedfordshire Police to provide the catalyst that links all the above service providers and brings them together as the extended policing family, it is apparent that the Force needs to consider a dedicated resource.
- 3.6.15 West Yorkshire Police are considered nationally as exhibiting best practice in managing and co-ordinating resources within the Extended Policing Family. The Plural Policing Unit (PPU) is a dedicated resource made up of a team of seven people who are seen as having an important linking function with external partners such as Local Authorities, Education Authorities, public transport companies, private and voluntary organisations. This unit sits within the force's Community Safety Department and is believed to engage either directly or indirectly with in excess of 850 members of the EPF.

3.6.16 It has the following objectives:

- To increase the Force establishment of Special Constables and Volunteers in policing in line with National and Local requirements;
- To develop and integrate the EPF within West Yorkshire Police and deliver a quality service through the Chief Constable's operational framework;
- To identify and engage partners in the public, private and voluntary sectors in extending the policing family to provide safer communities and promote active citizenship
- To develop and maintain the CSAS;
- To maintain the force establishment of Police and PCSO taking account of wastage;
- To develop and maintain the Volunteer Programme;
- To identify opportunities to recruit additional officers through external funding.

3.6.17 As a result of having such a dedicated resource, West Yorkshire can evidence effective partnership working with both the public and private sector in the form of productive accreditation schemes e.g. Neighbourhood Wardens, Airport Security Staff, Court Officers, Hospital and University Security Staff.

3.6.18 West Yorkshire have also involved their volunteers in a project named Operation Circle which is a problem solving initiative designed to engage and enable communities to identify and address issues in their own communities and achieve long term sustainable solutions.

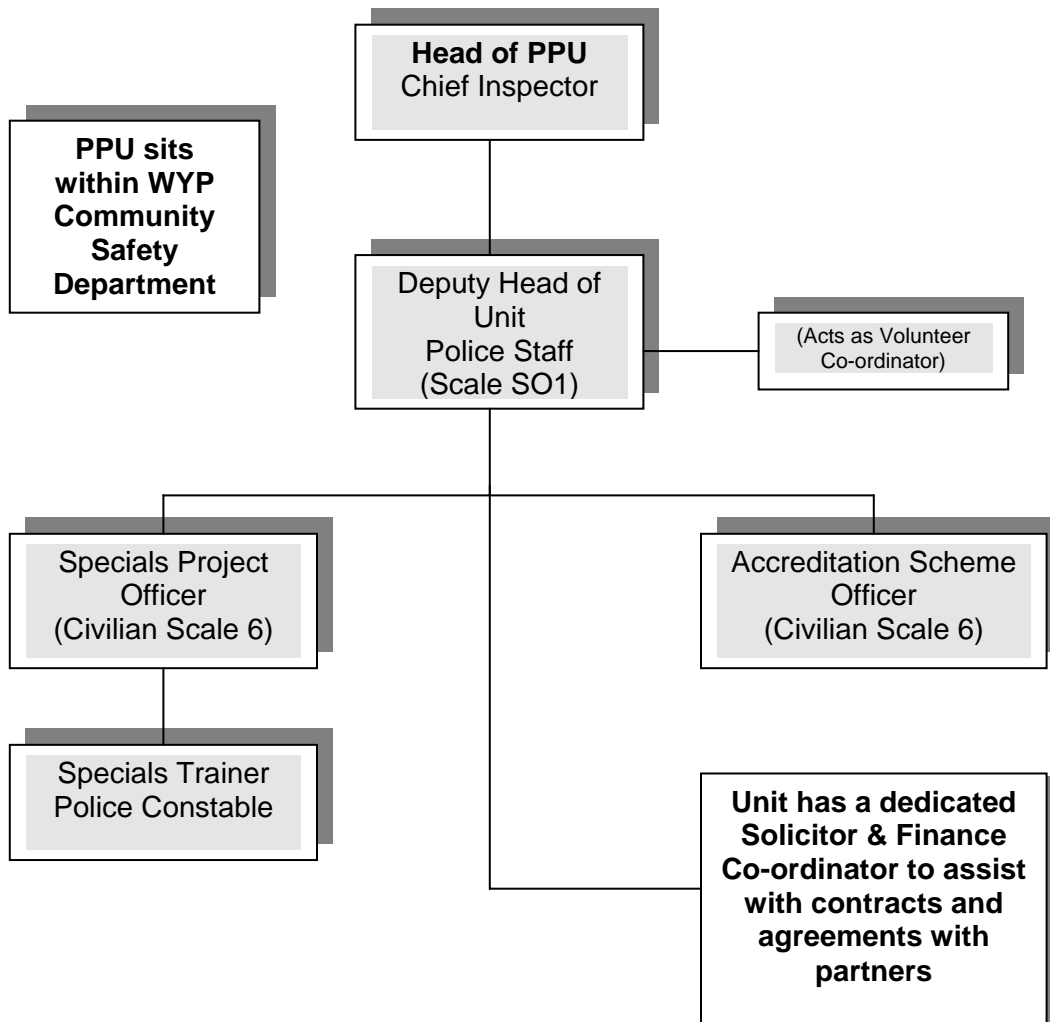
3.6.19 Evidence that would tend to support the effectiveness of the unit can be found in their Baseline Assessment for 2005. Considering areas of the assessment that are most likely to be impacted upon by the work of the unit, the table below compares West Yorkshire with Bedfordshire:

Table Thirteen: Baseline Assessment Comparison

Force	Neighbourhood Policing & Community Engagement	Working with Partners to reduce crime	Reassurance	Reducing ASB and Promoting Public Safety
Beds	Fair/Improved	Good/Stable	Fair/Improved	Fair/Stable
West Yorks	Fair/Improved	Good/Improved	Good/Improved	Good/Improved

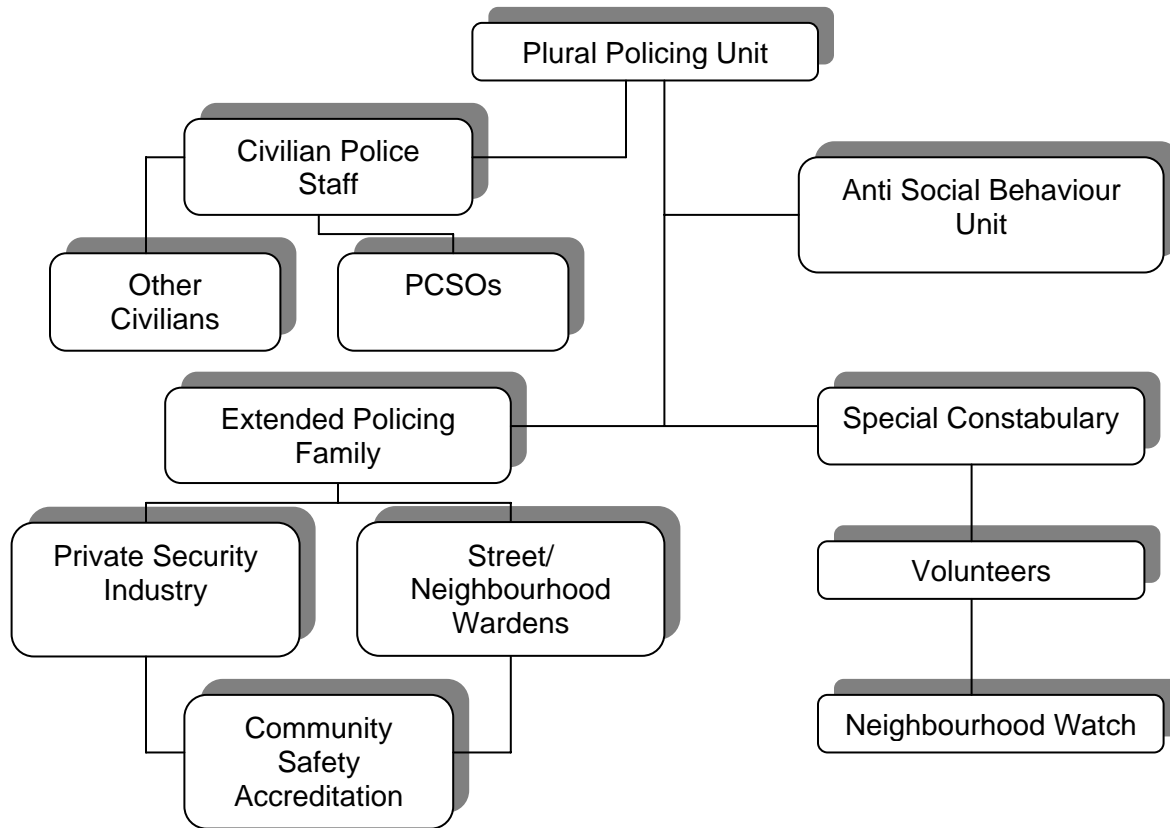
3.6.20 The cost of having such a dedicated resource will obviously vary between forces but West Yorkshire manage their PPU within the following structure:

West Yorkshire Police PPU Structure



3.6.21 The WYP Plural Policing Unit has a key role in sending positive signals, both internally and externally as to the importance of the contributions made by the immediate policing family. It also plays a key part in providing the linkage with external partners such as Local Authorities, Education Authorities and Private and Voluntary Organisations. The kind of organisational linkages established through such a unit are illustrated below:

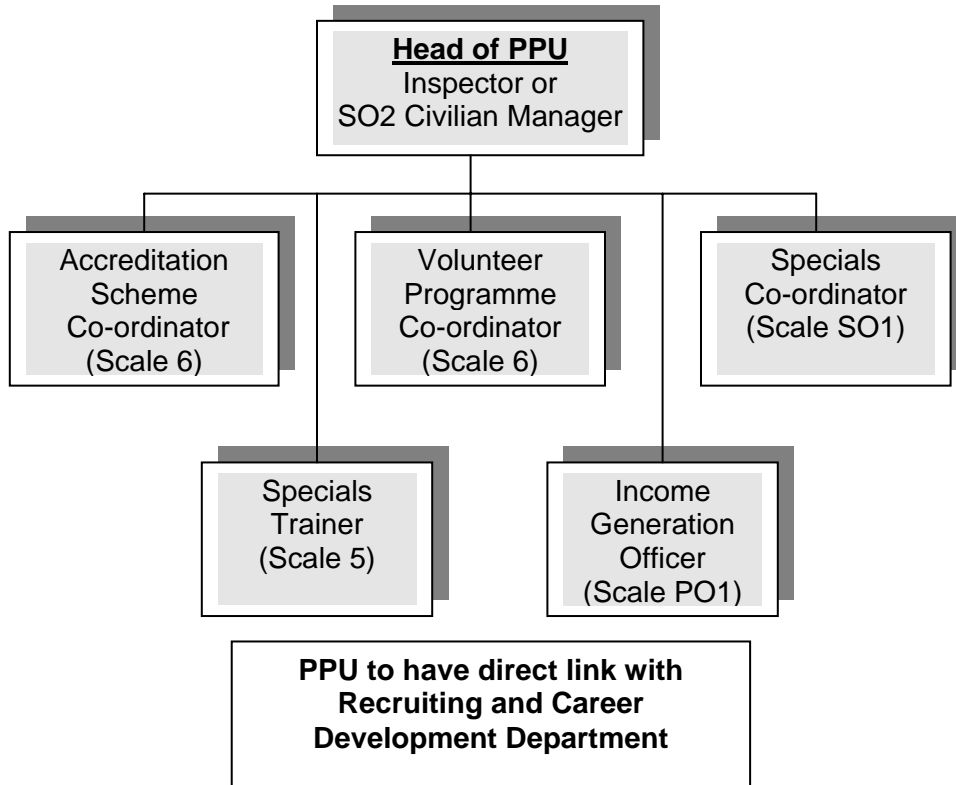
3.6.22 Organisational Linkages:



3.6.23 For Bedfordshire to introduce a similar PPU model, it is recommended that a dedicated unit is sited within the Community Safety Department. It is also envisaged that there will be limited growth required to achieve such a resource as the Force already has members of Support Staff in the posts of Volunteer Co-ordinator, Specials Co-ordinator, Specials Trainer and the appropriate levels of supervision within CSD. In addition, the department already accommodates the Income Generation Officer, thus providing the capability for the partnerships link.

3.6.24 The main area of growth will be with the appointment of a CSAS Co-ordinator. In other Forces consulted, scales of pay for this role varied slightly dependant on size of Force and the number of Schemes managed. It is suggested that a starting point would be Scale 6 with scope for re-evaluation when more is known of potential demand within Bedfordshire.

3.6.25 Proposed Bedfordshire Plural Policing Unit Model:



3.6.26 The creation of the Plural Policing Unit will utilise existing resources within the Community Safety Department (Inspector; Specials Co-ordinator; Income Generation Officer) and Human Resources Division (Volunteer Coordinator; Specials Trainer). This will require some minor re-alignment of existing duties. The only element of growth is the Accreditation Scheme Co-ordinator (£25,900-Mid Point Scale 6 including on-costs).

3.7 Recommendations

Recommendation 3:
Force to establish a proposed Plural Policing Unit within the Community Safety Department, including the roles identified by the review.

Recommendation 4:
Force to develop Community Safety Accreditation Schemes within a Strategic Forces framework.

Management Action 2:
Force to establish a Performance Management framework and associated targets for all constituents of the Extended Policing Family which then link to the Performance Development Review (PDR).

4 Special Constables and Police Support Volunteers

4.1 Introduction

4.1.1 Volunteers enable the police organisation to develop and deliver services that meet the needs of local people and build important links with communities across force areas. Volunteers, however, need effective management and support to ensure they are doing something that is worthwhile to the organisation whilst meeting individual needs.

4.1.2 This review has examined the service provided by its Special Constabulary and what is required to dovetail such a resource into an effective wider policing family. It has also examined the role of Police Support Volunteers and the potential for the organisation to tap into such experience, knowledge and enthusiasm to complement the work of sworn officer and police staff colleagues.

4.2 Baseline Data

4.2.1 As of January 2006 the Special Constabulary in Bedfordshire had **180** officers in post. This represents the equivalent of approximately 14% of Police Officer strength in the Force and 7.5% of total Force Strength. Specials are deployed as follows:

Table Fourteen: Special Constabulary Strength

Div	B	C	D	G
No.	80	39	55	5

Source: NMIS

4.2.2 Further breakdown is provided to indicate gender and ethnicity:

Table Fifteen: Special Constables (Gender)

	M	F
Gender	113 (63%)	67 (37%)

Source: NMIS

Table Sixteen: Special Constables (Ethnicity)

	White	BME
Ethnicity	151 (84%)	29 (16%)

4.2.3 Comparison in terms of strength with our Most Similar Forces shows:

Table Seventeen: Special Constabulary MSF

Force	Beds	A&S	Hants	Kent	Leics	Northts
No.	180	390	372	339	180	248
% of Special Constables to Police Officers	14%	12.5%	10%	9.4%	7%	18.4%

4.2.4 Bedfordshire Specials committed to volunteering their services for a total of **42,927** hours between April 2004 and March 2005 and **27,918** hours between

April 2005 and September 2005. This equates to an annual average of **206 hours** and **134 hours** respectively per Officer based on a confirmed strength of 208 Specials as of April 2005.

- 4.2.5 Breaking this down further using available activity analysis data, time spent on the main activities is apportioned as follows:

Table Eighteen: Analysis April 2004- March 2005

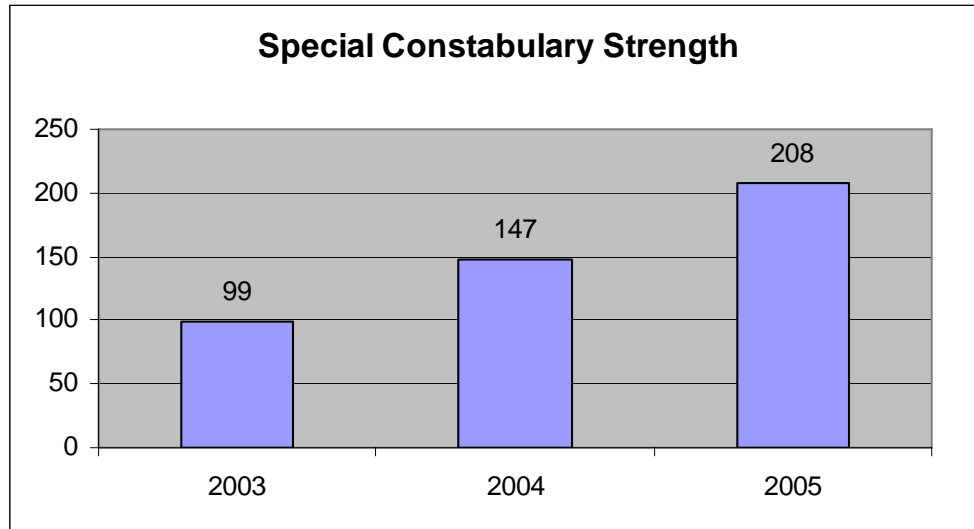
Activity	Hours	% of total hrs
Admin	2149	5%
Community Policing	5104	12%
Meetings	2655	6%
Public Order	2971	7%
Section Work	16387	38%
Training	5584	13%
Foot beat	2103	5%
NIM Tasking	64	0.1%
Special Events	1553	3.5%

Table Nineteen: Analysis April 2005 – September 2005

Activity	Hours	% of total hrs
Admin	1597	6%
Community Policing	2758	10%
Meetings	1741	6%
Public Order	3044	11%
Section Work	7113	25%
Training	3548	13%
Foot beat	1632	6%
NIM Tasking	1146	4%
Special Events	1304	5%

- 4.2.6 Initial analysis of this activity would appear to show that a large percentage of time is spent on the response function and less time on community and visible reassurance policing. Equally surprising is the small amount of time spent on events policing, traditionally the province of the Special Constabulary.
- 4.2.7 Unfortunately, it has been difficult to ascertain how effective the Specials have actually been as performance data does not readily reflect their efforts. This is an area for the Force to follow up as part of the introduction of performance measures for Neighbourhood Teams.
- 4.2.8 The national perspective in relation to Specials is that, of March 2005, there were **11,918** Special Constables with an additional 4,000 new applications being processed.
- 4.2.9 Nationally, West Midlands Police have the largest number of Specials with 959, with the City of London having just 52.
- 4.2.10 West Yorkshire Police have a total of 529 Specials whose recruitment and retention issues are managed through the dedicated Plural Policing Unit.

- 4.2.11 In terms of diversity, 37% of all Specials are female and 16% are from ethnic minority backgrounds.
- 4.2.12 The government currently gives all forces up to £70,000 annually to recruit and retain Specials under a Capacity Building Scheme. This has recently been extended from 3 to 5 years funding to assist the government in achieving its target of having 14,000 Specials in post by 2008. Bedfordshire, to date, has used its allocation to fund a full time Specials Co-ordinator and a Trainer.
- 4.2.13 Recent research conducted by the Metropolitan Police suggests that it costs Forces approximately £2,700 to recruit a Special Constable from application to being fully operational on BCU.
- 4.2.14 The situation regarding recruitment within Bedfordshire over the last three years shows that there has been a steady increase in numbers albeit that there was an imposed capping of numbers in 2005:



- 4.2.15 The decision to cap Special Constabulary numbers in 2005 was taken to await the outcomes of the Neighbourhood Policing Project. During the last financial year a total of 31 Specials left the force, the vast majority of whom voluntarily resigned.

4.3 National Modernisation Initiatives for the Special Constabulary

4.3.1 Employer Support Volunteer Schemes (ESV)

4.3.2 Such schemes have two main aims:

- To establish partnerships with partners in order to boost recruitment and retention of the Special Constabulary;
- To encourage community engagement by involving employer organisations in local policing.

4.3.3 Arguably the most successful scheme to date is Norfolk Constabularies S.T.E.P Initiative (Specials through Employers Partnerships) Research at force level revealed that 43% of resignations in a single year were motivated by work or family commitments and that these reasons may be instrumental in preventing others from applying.

4.3.4 To address this, Norfolk Police sought to gain an undertaking from employers to provide 8 hours paid time off per month for each employee who was a Special Constable. The STEP Scheme works on the basic theories that:

- The vast majority of the recruitment pool are employees;
- Employees may be reluctant to apply for the Special Constabulary because of a perceived or actual lack of spare time;
- There are commercial benefits to employers in supporting employee Specials;
- With supported/sponsored worktime, employees are able to manage work and family commitments more effectively and, as a result, more likely to apply.

4.3.5 STEP has subsequently been recognised as an example of Good Practice by the Home Office and has developed further by recognising that the appointment of a full time project manager was crucial to the long-term success.

4.3.6 In October 2005, Bedfordshire Police agreed a new policy to support police staff who are members of the Special Constabulary. It entitles Special Constables up to eight hours per month time off with pay for Special Constable duties. As of January 2006 Bedfordshire Police has 12 members of Police Staff benefiting from this new policy.

4.3.7 Dependant on the success of this in-force scheme, Bedfordshire Police will need to consider the feasibility of expanding such a scheme to its established community partners and beyond.

4.3.8 Payment of Special Constables: Special Constables already receive allowances and expenses but in 2003 the Special Constables (Amendment) Act 2002 was introduced, allowing forces (subject to Home Secretary approval) to trial the payment of retainers funded by the local force.

- 4.3.9 To date, four schemes have been approved involving Humberside, West Midlands, Thames Valley and Cumbria. However, difficulties such as employer status, and taxation have had to be tackled.
- 4.3.10 The Thames Valley Police Scheme, in particular, involved a pilot at one BCU between April 2004 and March 2005 where Specials were paid a sum of £950 for performing a minimum of 208 hours duty over a 12 month period.
- 4.3.11 Certain criteria had to be met during this period in that their duties had to include focused patrol work concentrating on volume crime. Specials also had to guarantee attendance at 80% of all training sessions.
- 4.3.12 Unfortunately, mid way through this pilot the scheme was discontinued due to BCU reorganisation. The scheme also suffered through lack of data collection rendering meaningful evaluation difficult.
- 4.3.13 The Chief Constable of TVP did, however, decide that some form of payment to Specials was essential to aid recruitment and retention and so use of a Subsistence Allowance as specified in the Home Circular 40/2005 allowed him to pay his Special Constables £350 per year.
- 4.3.14 Nationally, however, opinion amongst Specials appears divided on the payment issue. Locally, Bedfordshire Specials do not appear in favour of such payments and feel that it would devalue their volunteer status. There is an acceptance, however, that by paying Specials it may impact positively on recruitment and place more of an obligation for officers to perform regular duties in excess of the 16 hour per month national minimum requirement.

4.4 Home Office Initiatives

- 4.4.1 Recently, the government has funded eight forces to the tune of £300,000 and tasked them with finding initiatives to boost the number of Specials and develop good practice with regards recruitment and deployment.

- 4.4.2 A summary of the projects are:

South Yorkshire	<u>Progression:</u> To outline the possibilities for developing and linking training and experience of Specials to vocational qualifications.
Surrey	<u>Deployment:</u> Assessing good practice in their deployment according to the Reassurance Model, ensuring that Specials are appropriately tasked and assessing how they can contribute to NP.
Kent	<u>Deployment:</u> Assessing good practice in the deployment of Specials in accordance with NIM. Particularly, assessing methods of briefing and tasking in relation to criminal investigations and how to fully utilise existing individual skills possessed by Specials.
Merseyside	<u>Recruitment:</u> Assess good practice in recruitment procedures and proposed national standards.
West Midlands	<u>Recruitment:</u> Develop good practice model for recruitment of Specials from difficult to reach groups and generate community interest in the Special Constabulary.

GMP	<u>Welfare</u> : Occupational Health arrangements, Insurance, representation, career breaks, financial support arrangements welfare funds and inclusion in Force management structure.
South Wales	<u>Youth Problems</u> : Provide a template for deployment in tasks to divert young people most at risk from criminality. Integrate Specials into youth and Community work.
TVP	<u>Payment Scheme</u> : The Force initiated a payment pilot scheme, using Specials as a primary response in hotspot car crime areas. Specials were required to furnish the force with their hours of availability several weeks in advance to enable duties to be rostered on the duty management system. In return for this Specials received £950 for a commitment of 208 hours over a 12 month period.

- 4.4.3 **ShopWatch Initiatives**: A number of forces are currently developing ShopWatch Programmes including Bedfordshire, Hampshire, Kent, Cambridgeshire and Suffolk.
- 4.4.4 The idea behind these schemes is to bring together the Special Constabulary with local retail businesses to help reduce town centre retail crime and anti-social behaviour.
- 4.4.5 Town centre employers are being asked to sign up to the scheme by allowing staff to volunteers as Specials to carry out police patrols during some of their working hours.
- 4.4.6 In 2004 the Metropolitan Police piloted ShopWatch in all 32 boroughs with retail companies subsequently reporting up to 50% reduction in theft and stock loss.
- 4.4.7 West Midlands Police 'ShopCops' Initiative operating in the Birmingham Bullring has been a notable success with eight ShopCop Specials already signed up and operational. The template adopted for this initiative is being considered by ACPO for national dissemination.
- 4.4.8 Bedfordshire temporarily had to halt its progress on the ShopWatch Initiative due to a cap on recruiting. As the cap is lifted it is hoped that a significant percentage of the Capacity Building Fund will be used in a campaign to attract and recruit individuals from the retail sector and giving further opportunity to forge links with Neighbourhood Policing Teams.

4.5 Impact of Modernisation and Reform on Special Constabulary

- 4.5.1 Both National Research and local consultation with the Special Constabulary would appear to indicate that the introduction of and subsequent attention being paid to PCSOs is having a marked effect on morale, with concerns expressed over future recruitment and retention issues.

4.5.2 A Focus Group held with members of Bedfordshire Special Constabulary and other interviews with individual officers highlighted similar concerns. Below is a summary of views and opinions expressed by those consulted:

- There is a belief that Probationers are not clear on the role of Specials.
- Perception amongst Specials is that disproportionate effort and resources are being directed towards PCSOs. As a result there is a feeling of being less valued.
- Specials believe that they should be predominantly deployed within Neighbourhood Policing Teams if the teams are managed properly, but there should be scope for those who wish to remain deployed on response.
- Currently issues exist in relation to the levels of supervision given.
- Briefing and Tasking is also an issue where Specials feel that if this was more meaningful they would feel more valued as a result.
- Special Constables are not generally in favour of the payment of a 'bounty' to ensure more consistent attendance. They find this somewhat insulting and do not believe that it would prove to be an incentive.
- Specials do agree that there are, however, issues over inconsistent and ad-hoc attendance and favour, in principle, a structured duty planning system that would allow for more focused and meaningful tasking of resources.
- Specials recognise benefits in double crewing with PCSOs as it provides a potent policing resource that possesses both powers and community familiarity and acceptance.
- Specials believe that the skills that they possess from their day jobs should be exploited and that there is scope for a skills database that records the relevant skills and competencies of individual officers.
- In relation to recruitment and retention, Specials felt that better training and being given something worthwhile to do were key.
- Finally, they raised the long standing concern of non standard issue of personal radios and protective clothing and felt that the concerns surrounding this served only to fuel the 'being valued' debate.

4.5.3 The views of the Specials generally mirrored those of their PCSO colleagues in that there appears a need for better integration of resources and more consistent levels of supervision. Their general view is that they are not policing with a purpose.

4.5.4 It is also clear that these individual roles are not being communicated or explained effectively to the wider policing team and this has led to both inappropriate and wasteful deployment. The issue in relation to role recognition, in the case of special constables, is even more disappointing in light of their well established existence.

4.5.5 In line with national recommendations the office of the Special Constable Chief Officer has been reinstated and the rank structure and insignia revised to match that of regular officers.

- 4.5.6 It is hoped that by such moves, certain ambiguity and difficulty over supervision and deployment will be minimised and that Special Officers will feel part of the immediate policing family and not on the periphery of it as has been the perception in the recent past.
- 4.5.7 In relation to the training issues raised, there is a national training programme that is being developed by Centrex called the Wider Policing Learning Development Programme (WPLDP) and the modules from this will eventually link with a parallel running Specials National Training Project being developed by South Wales Police.
- 4.5.8 In many ways, the same issues of integration, deployment and training exist for other police support volunteers.
- 4.5.9 **Police Support Volunteers:** This sector of the extended policing family is subject of much recent national attention with research suggesting that there is over **11 million** people in the UK offering to volunteer their services. Aside from officially being the National Year of the Volunteer, in November 2005 the Government launched a Police Support Volunteer Toolkit which offered guidance to all forces. Its aim is to provide a framework for a coherent approach to volunteering and an overview of the issues that need considering when developing such a programme.
- 4.5.10 Some of the issues outlined in this document are:
- Legal Status of Volunteers
 - Recruitment Selection and Placement
 - Training and Role Development
 - Management
 - Monitoring and Evaluation
 - Funding the programme
 - Policy for Volunteering
 - Health and Safety
- 4.5.11 The national picture is one of active development within the Neighbourhood Policing framework with Thames Valley Police (TVP) being held up as exhibiting best practice.
- 4.5.12 TVP have in excess of 400 volunteers operating within their force. These resources being managed by three full-time regional co-ordinators. TVP's target is to have 1,000 volunteers in post by 2008.
- 4.5.13 TVP engage their volunteers in an array of functions including Dog 'Fostering' to reduce kennel fees, monitoring CCTV, analysing statistical data, administering burglary initiatives and resourcing the proactive "Empty Car Campaign". In addition, TVP now claim to have re-opened a further 11 Sub Station front office facilities purely as a result of volunteer commitment. Their co-ordinators also administer a force-wide skills database that allows for effective deployment of the appropriate resources.

- 4.5.14 Examples of other Forces utilisation of Volunteers are Merseyside's Speed Watch Patrol, where volunteers are crewed with PCSOs and placed in accident hotspots. Here they operate manual speed cameras in 30 mph zones purely as a preventative measure. No fixed penalty notices are actually issued.
- 4.5.15 Dorset Police engage volunteers in CCTV monitoring. In Wimborne all eighteen town centre cameras are run by volunteers. This has led to a number of arrests for volume crime and almost complete eradication of quality of life issues such as graffiti.
- 4.5.16 Lincolnshire Police have 80 volunteers all deployed in non confrontational, non critical roles and are based within BCUs under the management of the Sector Inspector. It is intended that all volunteers will be integrated within NPTs in due course.
- 4.5.17 Lancashire have a very active volunteer scheme engaging with a total of 503 volunteers. Of that number 242 are employed in defined Neighbourhood Policing Assistant roles which includes staffing of rural stations and 'front of house' roles. A further 85 are employed in quality of service roles e.g. providing updates to victims of crime and the remainder perform administrative support roles.

Management Action 3:

An active volunteer scheme should be incorporated into the Neighbourhood Policing Model for Bedfordshire with them fulfilling a Neighbourhood Assistant Role. Cadets should also be considered for this purpose.

- 4.5.18 Bedfordshire Police do have a Volunteer Co-ordinator managing a total of 40 volunteers who dedicate an average of 15 hours per month to such functions as Crime Management, Administration, Neighbourhood Watch and Property Maintenance. This person, however, has other responsibilities and so cannot dedicate their time fully to volunteers. This means that the Force's volunteers do not receive the amount of support and co-ordination that is required to make them an effective pool of resources.
- 4.5.19 There are, however, some interesting examples of volunteering in Bedfordshire. There is an initiative operating in Luton called 'Improving Prospects' that is jointly funded by the European Social Fund and the Police Authority and looks at improving the employment prospects of unemployed people. Bedfordshire Police has benefited from this scheme by engaging two persons into administrative posts at Leagrave, who perform up to **55** hours duties between them every week. The scheme now has a total of **7** volunteers contributing up to **119** hours per week. It is hoped that this project will develop further and enlist up to 40 more volunteers by early 2006 and that it will eventually facilitate the staffing of Leagrave Police Station's Enquiry Office by volunteers.
- 4.5.20 Another example of volunteering involves a retired Bank Manager with project management experience who, in retirement, has conducted high level Crime Initiative Projects for the Home Office and oversaw £20M worth of grants for the

- HO led 'Safer Cities Project'. Still within retirement he has gone on to Chair the Lambeth Crime Prevention Panel for four years.
- 4.5.21 This person has offered his services to Bedfordshire Police and the opportunity to tap into such experience was felt worthy of utilising within the Best Value review process itself. This person acted as assistant moderator at one of the review's focus groups and has been additionally tasked with analysis of survey data and the preparation of Findings Reports.
- 4.5.22 The second example of volunteering involves a person who is partially sighted, who works within the Crime Management Unit at Luton. This person became unemployed 12 months ago due to his disability. Through the appropriate channels of referral this person has been engaged in a crime report finalisation function and is viewed by his Line Manager as an effective resource. The only cost to the organisation so far, other than obvious overheads, has been the acquisition of visual enhancement software to aid screen viewing and text recognition.
- 4.5.23 In addition to the previously mentioned examples of volunteering there are also volunteers engaged on behalf the Police Authority. Roles such as Independent Custody Visitors are appointed and administered by the Authority and operate on a statutory footing. They are responsible for visiting police stations to observe and report upon the conditions under which persons are detained in custody.
- 4.5.24 Similarly, there is an Animal Welfare Lay Visitors Scheme which also comes under the responsibility of the Authority and allows volunteers to observe that Police dog treatment and care is humane, ethical and transparent. Currently, there are 7 such volunteers who come from a range of backgrounds including Veterinary Surgeons and Gamekeepers. An extension of this scheme was made in January 2005 to accommodate the welfare of Stray Dogs brought into police custody.
- 4.5.25 Initial consultation with other forces would suggest that Bedfordshire are not fully exploiting opportunities to utilise their volunteers more proactively e.g. involving them in Crime Reduction initiatives, CCTV analysis and providing a Triage facility within Enquiry Offices. Table 20 below compares Bedfordshire with most similar forces in terms of volunteer utilisation.
- 4.5.26 The Review Team has consulted with both Staff Associations to obtain their views on Police Support Volunteers as there have been concerns at both national and local level that volunteers, placed particularly in front facing roles may disadvantage existing police staff and may also present certain risks.
- 4.5.27 TVP seem to have overcome these obstacles and other forces have adopted policies which ensure that their volunteers have been placed in strictly non-critical, non front facing roles whilst the right checks and balances have been applied.

Table Twenty – Volunteer MSF Comparison

Force	Volunteer Numbers	Coordinator Y/N	How deployed	Skills Database Y/N
Beds	40	Y	Admin Duties/Homewatch/Property Maintenance	N
A&S	U/K	N	Volunteer Policy and Infrastructure under review. There is no co-ordination of resources. Any volunteers are managed separately of divisions but it is known that Volunteers are engaged in road safety initiatives such as Speedwatch.	N
Hants	U/K		No central coordination of Volunteer recruitment. Handled on BCUs.	
Kent	34+	N	34 mentioned are all engaged in Homewatch functions. Other volunteers engaged in Front Office and Domestic Violence Team functions.	N
Leics	149	Y	Enquiry Office, Crime Prevention Initiatives, Marking and Tagging of property, CCTV, Inputting data, assistance with recruiting	N
Northants	U/K	N	Volunteers engaged in all force Watch Schemes	N

4.5.28 In summary the issues for volunteering within the police organisation are:

- Cultural/Perceptions;
- No central overview relating to numbers, recruitment or deployment;
- Support Structures-There has to be a managed programme;
- Financing the programme;
- Executive buy-in.

4.5.29 These issues should not, in the opinion of the review, deter the Force pursuing a more managed programme approach to volunteering which should include the

setting of targets for Volunteer numbers and the development of a skills database.

4.5.30 **Cadets.** There are a total of 88 Cadets distributed within the Force's three BCUs. Their role very much fits into the Extended Policing concept in that it is generally agreed that Volunteer Police Cadets provide the following benefits to a police service:

- Forge links between the service and today's youth and therefore the wider community
- Actively create model citizens
- Maintain a young person's interest when considering a career in the police service
- Directly assist in supporting police operations as an effective but low cost option

4.5.31 Evidence of their support over the past 12 months is by their active involvement in a number of events usually covered by their full time colleagues. Such events as Bonfire Night celebrations, Remembrance Day Parades, Town Carnivals and Concerts.

4.5.32 They have also been more operationally involved in Test Purchase Operations throughout one division. This equated to **42** individual Off Licences being tested by underage Cadets. **60%** of these establishments were found to be breaching Licencing Laws.

4.5.33 At present there is little direct linkage between Cadets and the Neighbourhood Policing Teams and, as such, it presents the Force with an opportunity to address this through the Neighbourhood Policing Project.

4.6 Workstream Conclusions

4.6.1 The Special Constabulary fits in very neatly with active citizenship and volunteering.

4.6.2 The core issues for the Special Constabulary, however, are about improving the recruitment process and agreeing on a common form of deployment for Specials that sits comfortably within the evolving wider policing family.

4.6.3 Members of the Special Constabulary must have a clear and distinctive role in the future. If this is in place it will help the Force market the Special Constabulary and improve recruitment and retention.

4.6.4 Specials are a key part of the reform agenda with a distinctive role centred within community, neighbourhood policing. The challenge for Bedfordshire Police is to ensure effective but proportionate integration within Neighbourhood Policing Teams whilst ensuring individual officers feel that their contribution is valued.

4.6.5 This is a challenge that is being considered by other forces, some of whom are planning to deploy all of their Special Constables within Neighbourhood Teams.

They may encounter certain resistance to this and, as a consequence, have to confront issues of retention.

- 4.6.6 In relation to Police Support Volunteers within Bedfordshire, it is acknowledged that there is no formal policy for recruitment or deployment. Neither is there a database held that records and maintains the skills of its volunteers.
- 4.6.7 What is also acknowledged is that there is scope for the force to expand its volunteer base but this will need to be effectively managed and funded through dedicated resources.

Management Action 4:

Review the existing deployment strategy and develop an incorporated strategy that includes the other members of the extended policing family.

Recommendation 5:

Force to develop and implement a Police Support Volunteer Programme, including a Needs Analysis to determine the requirement for an increase in volunteer resource levels and to set subsequent targets.

5 Financing of Workforce Modernisation

5.1 Introduction

- 5.1.1 One of the key manifesto commitments the government has made, as set out in its White Paper '*Neighbourhood Policing – Your Police, Your Community, Our Commitment*', is that by 2008 every force in the country will benefit from neighbourhood policing teams. In support of this, the government committed to free up the equivalent of 12,000 Police Officers for frontline duties whilst complementing this with a total of 24,000 PCSOs nationally.
- 5.1.2 As of March 2005 there were 6,340 PCSO nationally which was 759 above the initial target set. The Government's intention is to uplift these number by 18,500 over the two years 2006/7 and 2007/8 and has set aside a total of £465 Million to facilitate this.
- 5.1.3 Bedfordshire's total allocation has subsequently been determined by the government to be 199 PCSOs by 2008. Linked to this, a process began in September 2005 whereby, following agreement by the Police Authority, a formal bid for these additional resources was made to the Home Office.
- 5.1.4 Bedfordshire currently has 42 PCSOs deployed Forcewide and their distribution is shown below.

Table Twenty One: Current PCSO distribution

Division	B	C	D
PCSOs	13	16	13

5.2 Funding for PCSO recruitment

- 5.2.1 Specific funding arrangements were made through individual Force bids to finance the initial wave of PCSO recruitment in 2003 with central funding of these earlier rounds continuing to date at a level of 50%. Shortfall from these initial rounds are now being met through match funding from local partnerships and the Force itself.
- 5.2.2 The Neighbourhood Policing Fund (NPF) is a ring fenced grant and a continuance of Central Funding that allocated £37 Million to forces in 2004/05, £88 Million in 2006/07 and £340 Million in 2007/08. After 2008 the Government will be looking to incorporate PCSO funding into the general grant with forces accommodating any financial shortfall thereafter.
- 5.2.3 The actual NP Funding Formula is somewhat complex but a basic explanation is that for the first year of recruitment forces will receive 100% funding and 75% continuation funding for the following years. An extra £2,500 per recruit is paid for the first year as start up costs.
- The 2005/06 financial year will see 100% under NPF1 ;
 - 2006/07 consists of continuation funding for NPF1 at 75% and funding towards an extra 6,000 recruits (NPF2);
 - 2007/08 consists of continuation funding for NPF1 and 2 at 75% and funding towards 12,500 PCSOs.
- 5.2.4 All of this is exclusive of the earlier three rounds of funding for PCSOs. Costs for these will be paid at 50% in each of the three years.
- 5.2.5 Funding streams for Bedfordshire's PCSO establishment up to April 2006 is apportioned approximately as follows:
- 40% Neighbourhood Policing Fund
 - 15% Partnerships
 - 45% Police Authority
- 5.2.6 Taking into account the current funding arrangements it is envisaged that to accommodate the additional PCSOs will equate to a funding gap of **£1.2 Million** in 2008/09. In addition, infra-structure (e.g. Estates, Vehicles etc) and ongoing costs brought about by an approximate 8% increase in staff could be in the region of **£0.7 Million**. Collectively this represents roughly 2% of total annual Force Budget. Further to this, there will be significant activity associated with recruiting and training the new intakes of PCSOs plus maintaining the numbers.

5.3 Deployment Profile

- 5.3.1 It is envisaged that recruitment and deployment of PCSOs for the financial years 2006/07 and 2007/08 will be as follows but these figures are dependent on the restraints imposed both financially and by organisational resilience:

Table Twenty Two: PCSO Deployment Profile

2006/07	Qtr 1	Qtr 2	Qtr 3	Qtr 4
	0	12	24	12
2007/08	Qtr 1	Qtr 2	Qtr 3	Qtr 4
	32	18	40	20

5.3.2 Factors affecting the above deployment profile will be:

- The Force will only receive 3.5 months funding for PCSOs recruited in 2006/07;
- The Force requires two trainers to train the PCSOs;
- The current PCSOs need additional 'bolt on' training with regards new powers;
- The new trainers require 8 weeks training themselves;
- Training for PCSOs will take 8 weeks also;
- The maximum on each course in 2006/07 will be 12;
- In 2007/08 the Force will need to accommodate more than 12 on each course;
- The Force need to achieve a target of 89 PCSOs by March 2007.

5.4 Views from other Forces: Funding and Deployment

5.4.1 Bedfordshire's family of most similar forces have been consulted within the review seeking their views on their current employment and funding arrangements. In summary, views expressed were:

- Funding arrangements are complex and confusing with lack of clear guidance from the centre;
- Forces envisage difficulties in absorbing such increases in PCSOs into establishment by 2008;
- Forces need to make progress with the development of alternative funding streams;
- Forces need to identify a resource responsible for developing partnership funding opportunities;
- Generally forces have preferred to place PCSOs on temporary contracts whilst uncertainty exists over long term funding situation;
- There is up to £3,000 salary variance amongst forces which could create recruitment/retention issues.

5.4.2 By way of comparison, their PCSO establishment target for 2008 as set by the Home Office is:

Table Twenty Three- MSF PCSO Allocation 2008

	Beds	A & S	Hants	Kent	Leics	N'Hants
Proposed H.O. PCSO alloc.2008	199	541	539	571	350	213

- 5.4.3 All state that funding is currently achieved, as in Bedfordshire, through a combination of funding from Government, Local Partners and Police Authorities. Some forces are also considering whether to take up the full complement of PCSOs due to likely funding shortfalls and the success of their alternatively funded and established Warden Schemes.

5.5 Alternative Sources of Funding

- 5.5.1 Local Area Agreements have been established within Bedfordshire and Luton and seek to strengthen relationships between Local Authorities and Local Strategic Partnerships. LAAs provide an opportunity to pool financial resources to achieve better outcomes from mainstream funding, area specific funding and funding from Non Departmental Public Bodies.
- 5.5.2 Bedfordshire Police is currently exploring alternative funding arrangements with its partners for the additional 158 PCSOs. Difficulties are being encountered, however, as it appears that there is no real marketing strategy incorporating a firm business case that can be put to our partners in the public and private sectors. The current ad hoc approach to organising funding will in the medium to long term harm the underlying purpose of Neighbourhood Policing and a more coordinated approach is required.
- 5.5.3 Feedback thus far from those tasked with approaching these partnerships for funding is that our partners feel that by being asked to fund PCSOs they are being subjected to a form of double taxation for policing services. Equally, some district and town councils already have alternative policing services or arrangements in place that they are satisfied with and have total budgetary and operational control over.
- 5.5.4 An example of this is a local Security Company who are contracted by the respective parish and town councils on a part time basis to provide high visibility 'policing' in Caddington and Houghton Regis.
- 5.5.5 Another example is Leighton Buzzard District Council who assign up to £40,000 annually for Police Officers to perform high visibility patrols in the town including the coverage of the town on market days. This is accommodated by Bedfordshire Police through officers working overtime. Again, the Town Council in this case are satisfied with this arrangement and cannot see a valid business case for funding PCSOs.
- 5.5.6 On a more positive note a source of funding being developed is a large local bus company in Luton who have expressed an interest in deploying PCSOs on their buses to deter occupants engaging in anti social behaviour.
- 5.5.7 Equally, Toddington Parish Council have recently agreed to fund one PCSO for the village. Another area being explored is the policing of Motorway Service Stations. This has been considered by other forces and Bedfordshire are currently in consultation with the MOTO chain of Service Stations regarding the deployment of PCSOs at their Toddington Station.

5.6 Issues affecting funding of PCSOs

- 5.6.1 The cost to the police service up to 2008 and beyond of accommodating such a substantial increase in resources is significant. It is therefore difficult for forces to commit themselves without being clear on issues of financial resilience.
- 5.6.2 As of January 2006 PCSOs were granted additional powers that will be operationally effective at the discretion of the Chief Constable. There is also already evidence of PCSOs being deployed in areas of policing not initially deemed within the role set out by government. With the government entrusting PCSOs with a more standardised set of powers and more responsibility, the Force may have to consider, among other things, levels of personal protection offered and whether current pay scales are now appropriate and whether there is scope for local re-negotiation of their Scale 4 salary.
- 5.6.3 **Additional issues for consideration:**
- 5.6.4 It is apparent that for the Force and Authority to accommodate a further 158 PCSOs within the next two years there is a clear need for a marketing strategy and a business case to sell to partners, that outlines the benefits that such resources will bring to the neighbourhoods of Bedfordshire.
- 5.6.5 It is also necessary to anticipate difficulties with partners in agreeing issues in relation to the funding, governance and deployment of such resources.
- 5.6.6 In seeking to secure alternative funding streams the force appears to have overlooked the need for a professional and planned approach to marketing PCSOs. The task has fallen to a variety of people within the respective divisions to approach both public and private sector partners. These persons have been disadvantaged from the outset by not having the requisite knowledge, skills or financial acumen to present a professionally prepared business case.
- 5.6.7 In support of this there appears a need for properly drafted agreements and contracts that give clarity to the above mentioned issues of governance, deployment and funding.
- 5.6.8 In February 2006 and in recognition of the difficulties forces are having with marketing PCSOs and engaging with potential funding sources, the Home Office published the 'Good Practice Guide for Police Authorities and Forces obtaining PCSO Funding'. This document gives specific advice in the areas of:
- Marketing and Funding concepts;
 - Types of Funding;
 - Duration and level of funding;
 - Potential funding streams;
- 5.6.9 This document also refers to a number of examples of good practice of forces securing additional funding for PCSOs. West Yorkshire Police (WYP), for instance, currently have over 200 match funded PCSO posts, the majority of which are funded by the Local Authority. WYP have also received direct

approaches from private sector companies such as METRO who have match funded 8 PCSOs to work within their bus terminus.

- 5.6.10 WYP have now established through their Plural Policing Unit, an overall methodology for application and contract agreements and incorporates suitability criteria for interested parties. Costing, Training and Contracts will be determined along with a Service Level Agreement. Contracts are usually agreed for a 2 year period, renewable after 18 months.
- 5.6.11 Hertfordshire are another Force that made an early commitment to support the PCSO initiative by employing a dedicated project team. They believe that the early introduction of the roles of Project Manager and Project Officer has been the key to the success of securing alternative funding streams.
- 5.6.12 Hertfordshire has currently secured funding for 148 PCSOs. The funding of which is broken down as follows:

Table Twenty Four: Herts PCSO Funding Streams

Herts CC	Herts DC	Herts Univ	Home Office	BCUs	Police Auth
66	15	1	44	6	16

- 5.6.13 In seeking to retain the level of commitment at district level, Herts Police are considering an incentive that would mean for every post funded by a District partner, they would match that with a further post.
- 5.6.14 The current situation in relation to the funding and deployment of PCSOs clearly adds weight to the debate that such negotiation with partners would be more effectively and professionally facilitated through a dedicated unit such as the Plural Policing Unit that operates within West Yorkshire and is responsible for such negotiation.

Recommendation 6:

A sound Business Case and financial guidance to aid negotiated agreements and contracts with partners in relation to the funding of PCSOs should be produced (based on recent Home Office Good Practice Guidance) with BCUs having the responsibility to negotiate locally with partners and the Plural Policing Unit overseeing the process and generating income for wider NPT issues.

- 5.6.15 As part of the Business Case the Force should consider the options which are already in existence (e.g. the Warden Schemes).

5.7 Funding for Community Safety Accreditation Schemes

- 5.7.1 CSAS have already been covered in Section 3.4 but require further consideration in relation to financial implications of such schemes on forces.

- 5.7.2 Forces before entering into arrangements with other public or private sector partners need to consider the issues of governance, marketing, training and administration of such schemes. Fortunately, of the schemes examined during the review period most had only required financial commitment from forces towards the employment of a dedicated Scheme Manager. Most of the other costs such as training and provision of uniform etc were either incurred by the particular organisations involved or a shared financial arrangement.
- 5.7.3 One area for consideration, however, was the costs incurred in administrating Fixed Penalty Notices. Some Forces had become embroiled in arguments with partners over the responsibility for processing these notices. Essex, for example, insisted that all partner organisations administrated their own FPNs.
- 5.7.4 Other forces offered full administrative support but found that they incurred additional costs in employing more staff to perform this task.
- 5.7.5 One difficulty encountered by forces who did not have control over the administration of FPNs was that they did not become aware of any issues surrounding enforcement e.g. over zealous APs, wrongly targeted areas, complaints etc.
- 5.7.6 These are all areas for consideration by the Force before the introduction of a CSAS. On a more positive financial note, Essex found that by charging individual partner organisations an annual administrative fee of £65 per person and Private Sector Companies a set fee of £600 the scheme would become self-financing over five years.
- 5.7.7 By comparison, the Hertfordshire Police Scheme requires that Public Sector Organisations pay £315 for initial registration and £85 per employee whilst a Private Sector employer pays £450 and £85 per employee.

6 Barriers to Effective Workforce Modernisation

6.1 Recruitment and Career Pathways

- 6.1.1 Whilst striving to achieve a modernised service forces are recognising the need to identify clear career pathways for their staff with the concepts of specialism and accreditation calling into question the traditional single entry route for recruitment. The White Paper 'Building Communities, Beating Crime' outlined the government's intention by declaring that "all those working in the police service will have identifiable career pathways in which to develop their skills".
- 6.1.2 The 'Omni-competence' versus 'Specialisation' debate suggests that no one person can perform all the tasks that an officer faces, thus supporting the idea of a need for specific selection for role and flexible career pathways.
- 6.1.3 Surrey have done much work in this area over the last two years and are now operating a 'Streaming' System whereby new recruits choose before entering employment which of the following three 'streams' they wish to pursue:

- Response
 - Criminal Investigation
 - Community
- 6.1.4 Once they have their stream and commence employment within the Force they undertake 26 weeks of generic training, and then go into their chosen area of work for 4 to 6 weeks.
- 6.1.5 Recruits are then 'tenured' to this stream for 3 years. After this period they are then able to change their stream and would then undergo further related training to do this. Bedfordshire Police Authority's Good Job survey also highlighted that members of the public would like to see officers tenured for a fixed period of time to NPTs to build trust and confidence.
- 6.1.6 To date the Surrey approach to recruitment has been deemed successful with recruits choosing streams and meeting operational needs in the following order of preference:
- 40% Response
 - 40% Criminal Investigation
 - 20% Community
- 6.1.7 This channeling of resources is already evident and proving successful in resourcing the Criminal Investigation and Reassurance Teams that are subject of Home Office Modernisation Pilots in Surrey's Farnham and Guildford Divisions.
- 6.1.8 In addition to this, Surrey can evidence other areas of flexible practice in relation to these HO Pilots whereby they have negotiated enhanced payments for Constables operating within their pilot sites who have adopted more of a management function with added responsibilities. They have negotiated an additional £5,000 payment for these officers facilitated through the Special Priority Payments (SPPs) and lasting for the life of the pilot project.
- 6.1.9 This new so called brand of 'supercop' illustrates that flexibility within a specific role can offer opportunities for further reward without the need for promotion.
- 6.1.10 Flexibility with financial resources is also driving the organisation to look at the idea of allowing the likes of private sector professionals with transferable skills e.g. Financial Institution Fraud Investigators, direct entry into the organisation without the need to undergo the present two year probation and progression through the ranks. Alongside this, short term contracts are being considered as a mechanism for engaging the best of the employable talent that exists outside of the organisation.
- 6.1.11 Bedfordshire have considered Surrey's new approach but have chosen not to adopt the streaming model at this time. The merits of streaming and the multiple point of entry concept are, however, acknowledged by the force and will be subject of continuous monitoring and evaluation.

- 6.1.12 Career Pathways have been examined within the review in relation to the new roles brought about by Police Reform. Accepting that career structure and progression for Police Officers is well established it was felt important to canvass the opinions of those members of police staff that now perform the role of PCSO, Investigation Officer and Detention Officer.
- 6.1.13 Common themes emerged throughout this consultation and related firstly to career progression. PCSOs felt that their role gave them ample opportunity to 'test the water' in terms of joining as a regular officer. Indeed, to date, two PCSOs have already taken such a route. The majority interviewed, however, stated that they had not joined with that intention. Following on from this, they were asked about progression as PCSOs within the organisation. The majority felt that this was limited as there was no rank structure, however, they did support the idea of creating a senior level of PCSO to provide scope for progression.
- 6.1.14 Similarly, both Investigation Officers and Detention Officers saw benefits in having a second level to progress to. In the case of the Investigation Officers, this second level was not necessarily to create a supervisory post but one that gave them enhanced status that reflected their competency and ability to progress into more specialist areas.
- 6.1.15 In relation to movement within the organisation, it is now acknowledged that, unlike police officers, there is not yet the same freedom of movement for the likes of PCSOs. They are currently subject of contracts that tie them to their respective divisions and so, should they wish to transfer to another division, they must apply as a new job applicant.
- 6.1.16 The potential difficulties that such a lack of flexibility causes, particularly when confronted with major operational issues and deployment of additional resources, is now subject of review by the Personnel Department.

6.2 Workforce Surveys

- 6.2.1 **UNISON /NOP Survey 2002:** Nearly a third of UNISONS Police Staff members are Administrative or Clerical Workers. Approximately 87% of those are female. 15% of Police Staff work in Control Rooms. 63% felt Police Staff in general were not resistant to change. Some 71% supported the granting of additional powers and duties to Police Staff.
- 6.2.2 The survey also highlights a number of important issues. Firstly, there is a perception of unequal status. Secondly of not being valued by the service and finally the polarisation of Police Staff by gender, age, pay and training fault lines.
- 6.2.3 **Bedfordshire Working Environment Survey:** The Force conducted its own Working Environment Survey in 2004 which highlighted similar issues in relation to police staff feeling undervalued by the organisation and of less status and commanding less respect than their police officer colleagues.

6.2.4 Police Staff also felt that there was lack of opportunity for training and development that in turn hampered promotion opportunities. This appears evidenced by the fact that the High Potential Development Scheme currently in operation nationally only applies to police officers and not Police Staff.

6.2.5 Other headline findings from the survey were:

- Inter team respect appears poor;
- Need to build an understanding of other peoples roles;
- Managers are more interested in portfolio building;
- Opportunity for reward and recognition differs between officers and staff;

6.2.6 In terms of recommendations, the Survey made five overarching recommendations, these were:

- There need to be clarification and articulation of the Force's 3 year strategic direction;
- There needs to be articulation of management style/support for managers;
- For the Force to develop a force-wide communication strategy that includes a Senior Management Visibility Programme, a Programme to develop understanding of the role of different areas/ support staff/contribution of PCSOs etc ;
- To review the progression and promotion opportunities for Police Staff;
- Review the appraisal and PDR process.

6.3 Cultural Barriers

6.3.1 With the organisation undergoing such radical reform with many traditional policing roles being subject of redeployment or re-engineering it is hardly surprising that such change may cause certain members of the organisation to feel threatened. This review has already outlined where the force has embraced change brought about by the Police Reform Act and in general the transition from police officer to police staff operating in the areas of investigation and detention has been relatively seamless.

6.3.2 There is, however, some resistance to such change and, more so, the pace of change. This was reflected in some of the diverse comments gathered from the internal force survey conducted in January 2006 that sought views on Modernisation and the development of the extended policing family. Below is a snapshot of some of the 500 responses to the question, "What do you think Workforce Modernisation is?"

Selection of comments of respondents

"Being up to date and flexible in our outlook"

"Ensuring that modern day policing demands are allied to a modernising of the structure, function and operational capability"

"Policing on the cheap"

"It's about saving money"

“Allowing Police Officers to concentrate on frontline duties”
“Redundancies hidden behind the banner of modernisation”
“The adoption of up to date employment practices, effective utilisation of resources and staff skills”
“Another name for Civilianisation”
“Political speak for undermining the traditional role of police officers”
“Amalgamation”

- 6.3.3 Considering the high response rate to this question it could be viewed as disappointing that a significant percentage of respondents chose to make comments that were somewhat negative or indicating limited or no understanding of workforce modernisation within the police service.
- 6.3.4 The main themes that emerged were concerning the erosion of the police officers status and highlight that there is still some ingrained resistance to change within the organisation and a lack of understanding as to why a more mixed economy of resources is being promoted as the way forward.
- 6.3.5 Taking into account the comments made in the internal Workforce Modernisation Survey and the Work Environment Survey, it therefore seems logical that the Force needs to embark upon a programme of education, outlining the parameters of the new roles and responsibilities, to allay fears and suspicions over integration of resources from both the immediate and wider police family. To fail in this respect could clearly put the success of NPTs in jeopardy.

Recommendation 7:

Through its Communication Strategy the Force and Authority clarify and communicate both internally and externally the new roles introduced through the Police Reform Act.

7 Recommendations

- 7.1.1 Neighbourhood Policing is one of the key pillars of reform and allows the organisation to identify and optimise the diverse mix of resources that provide a policing or community safety function within the neighbourhoods. A paramount consideration for the Force is to ensure that there is total clarity and understanding of the individual roles that make up the extended policing family. There is a wealth of evidence both locally and nationally that points to both the public and the police organisations uncertainty over these roles.
- 7.1.2 A dedicated management and co-ordination of a mixed economy of resources will directly impact on the effectiveness of Neighbourhood Policing Teams by harmonising resources from the immediate and extended family and removing the administrative burden of partnership funding arrangements, contracts, protocols and recruitment issues.

<p>Recommendation 1</p> <p>The Pathfinder Project Team consider the make-up of Neighbourhood Policing Teams in light of the needs and make-ups of the specific areas being served with appropriate alignment of resources for the Immediate and Extended Policing family.</p>	<p>Costs and Benefits</p> <p>Costs</p> <ul style="list-style-type: none"> Funding from other sources will be required to facilitate the additional research/analytical work required to determine specific resource deployment. <p>Non-financial</p> <ul style="list-style-type: none"> Will ensure more effective deployment and service delivery of individual NP Teams to increase visibility and reassurance. An increase in Frontline Policing will lead to a non-cashable saving.
<p>Recommendation 2</p> <p>Pending full evaluation by Surrey (November 2006) the Force prepare a Business Case on the feasibility of introducing the Administrator/Allocator role within its Investigative area and Neighbourhood Teams with a link to the 2007/08 budget setting process.</p>	<p>Costs and Benefits</p> <p>Financial/Efficiency Saving</p> <ul style="list-style-type: none"> Possible costs and efficiency savings to be considered within Business Case with an aim to deliver through re-alignment of existing resources. Difficult to estimate any savings at this time since requirements are not known. <p>Non-Financial</p> <ul style="list-style-type: none"> Appointment of such a post will lead to more effective use of resources through improved task management / scheduling, reduction in the administrative burden on officers and enhanced levels of service to victims of crime.
<p>Recommendation 3</p> <p>Force to establish a proposed Plural Policing Unit within the Community Safety Department, including the roles identified by the review.</p>	<p>Costs and Benefits</p> <p>Costs (Capital / Revenue)</p> <ul style="list-style-type: none"> Realignment of existing resources will mean that no additional costs incurred. <p>Non-financial</p> <ul style="list-style-type: none"> The establishment of a PPU will ensure that both the immediate and extended policing family will be managed and co-ordinated more efficiently and effectively through a dedicated resource. <p>Financial/Efficiency Saving</p> <ul style="list-style-type: none"> Through Civilianisation of resources in CAD, an opportunity will arise to replace officers with Police Staff. Savings made would further aid the financing of any new posts such as CSAS Manager.
<p>Recommendation 4</p> <p>Force to develop Community Safety Accreditation Schemes within a Strategic Forces framework.</p>	<p>Costs and Benefits</p> <p>Non-financial</p> <ul style="list-style-type: none"> CSAS will engender closer working relationships with both public and private sector partners and will naturally dovetail with and support the Neighbourhood Policing Teams. Other benefits will be seen in the sharing of a wide range of resources performing policing / community safety functions. <p>Financial/Efficiency Saving</p> <ul style="list-style-type: none"> See Recommendation 3 above Working within a Strategic Forces framework will result in more efficient delivery.

<p>Recommendation 5</p> <p>Force to develop and implement a Police Support Volunteer Programme, including a Needs Analysis to determine the requirement for an increase in volunteer resource levels and to set subsequent targets.</p>	<p>Costs and Benefits</p> <p>Non-financial</p> <ul style="list-style-type: none"> • Increased support for Police Officers and Police Staff performing front-facing roles. • Increased and improved levels of service delivery. • Increased levels of support for back office functions. e.g. Administration <p>Financial/Efficiency Saving</p> <ul style="list-style-type: none"> • Difficult to quantify savings at this stage as a form of monitoring is required initially. Once a Programme is in place it is envisaged that certain savings will be made in deploying volunteers in non-critical but front facing roles e.g. Triage function in Enquiry Offices.
<p>Recommendation 6</p> <p>A sound Business Case and financial guidance to aid negotiated agreements and contracts with partners in relation to the funding of PCSOs should be produced (based on recent Home Office Good Practice Guidance) with BCUs having the responsibility to negotiate locally with partners and the Plural Policing Unit overseeing the process and generating income for wider NPT issues.</p>	<p>Costs and Benefits</p> <p>Costs(Capital/Revenue)</p> <ul style="list-style-type: none"> • The funding for developing a Business Case will be derived from existing Force resources and Neighbourhood Policing Funds. <p>Non-Financial</p> <ul style="list-style-type: none"> • The Business Case will project a more professional approach when engaging with partners and will give those charged with generating alternative funding streams a quality product with which to market PCSOs. • Cashable benefit in the receipt of matched funding (25%) for PCSOs.
<p>Recommendation 7</p> <p>Through its Communication Strategy the Force and Authority clarify and communicate both internally and externally the new roles introduced through the Police Reform Act.</p>	<p>Costs and Benefits</p> <p>Non-financial</p> <ul style="list-style-type: none"> • This would allow for greater public clarity over new roles introduced and the forming of realistic expectations as to the capabilities and service delivery of these roles. • Internally, similar clarity of role will help dispel any misunderstandings over capability and address existing cultural barriers, thus engendering more effective working relationships. <p>Efficiency Saving</p> <ul style="list-style-type: none"> • Clarification of role will allow for the appropriate tasking and deployment of individuals performing the various roles.

Management Action 1	Costs and Benefits
<p>The role of Investigation Officer should be expanded into areas of Specialist Investigation via the Financial Planning Cycle and opportunities for Civilianisation.</p>	<p>Costs</p> <ul style="list-style-type: none"> • Costs would be incurred in enhancing salary levels to accommodate progression. <p>Non-financial</p> <ul style="list-style-type: none"> • Allows for career progression for police staff whilst releasing experienced Police Officers to other FLP roles. <p>Financial/Efficiency Saving</p> <ul style="list-style-type: none"> • Average cost of PC/DC is £37,000 which would equate to a saving.
Management Action 2	Costs and Benefits
<p>Force to establish a Performance Management framework and associated targets for all constituents of the Extended Policing Family which then link to PDR.</p>	<p>Non-financial</p> <ul style="list-style-type: none"> • It is currently difficult to establish such a framework and targets for the extended family as this new mix of resources is not presently collectively managed and co-ordinated, neither are they fully aligned to the NPTs at this time. • By aligning performance targets with the relevant Statutory Performance Indicators, benefits are likely to be realised in the areas of User Satisfaction, Confidence, Quality of Life, Frontline Policing (non-cashable saving) and Resource Usage.
Management Action 3	Costs and Benefits
<p>An active volunteer scheme should be incorporated into the Neighbourhood Policing Model for Bedfordshire with them fulfilling a Neighbourhood Assistant Role. Cadets should also be considered for this purpose.</p>	<p>Non-financial</p> <ul style="list-style-type: none"> • Use of volunteers in NPTs will forge additional links with the communities, improving police/community relations. • Service delivery will be enhanced with additional public facing policing functions being given greater resilience. <p>Efficiency Saving</p> <ul style="list-style-type: none"> • Volunteers performing front facing roles within NPTs e.g. Triage / Meet and Greet function will release other officers/staff to FLP duties (non-cashable saving).
Management Action 4	Costs and Benefits
<p>Review the existing deployment strategy and develop an incorporated strategy that includes the other members of the extended policing family.</p>	<p>Non-financial</p> <ul style="list-style-type: none"> • Better use of resources allowing Police Officers to be re-deployed to more FLP activity. <p>Efficiency Saving</p> <ul style="list-style-type: none"> • Engaging the wider policing family such as HATOs in performing policing functions will free up Road Traffic Officers for other front line functions. These savings cannot be quantified or realised in 2006 as RTD officers will be 'shadowing' HATOs at motorway incidents. • Re-deployment of RTD officers is currently being considered as part of the 2007/08 Efficiency Plan.

8 Appendix A: Key Recommendations from HMIC Thematic

- Home Office develops performance criteria to assess the efficiency and effectiveness of support infrastructures and the contribution of the extended policing family.
- Forces should be required to measure and publish annually the percentage of time spent by community support officers (CSOs) on visible front-line patrol and details of how the remaining time is spent. This should be linked to the front-line policing measure and will help forces ensure that CSOs are being appropriately deployed.
- When evaluating redeployment initiatives, forces establish processes to enable the tracking of both people and posts that are redeployed to the front line.
- Forces identify staffing levels to ensure operational resilience, tailored to local need, is maintained. This should take account of the contribution of the wider policing family.
- ACPO works with the Home Office and Police Staff Council (PSC) to agree a common approach to job evaluation that ensures fairness and consistency, whilst retaining local flexibility.
- At both national and force level, systems should be in place to identify police staff with high potential and actively develop their careers.
- Skills for Justice works to develop agreed standards and accreditation for the use of retired officers and other staff under contract.
- Home Office undertakes a national evaluation of CSOs in order to produce guidance for forces. This should include guidance on deployment models, risk assessment, designation of powers, uniform and equipment.
- Home Office leads work to more effectively market the extended policing family to address the public confusion evident from recent research. This work to be replicated at the local level.
- ACPO ensures that police staff learning needs are fully considered when identifying a learning requirement for the police service.
- Forces develop systems to enable them to identify the training spend on police officers and police staff, and that they conduct a training needs analysis to ensure appropriate access to training and development opportunities for police staff.

9 Appendix B: Home Office Modernisation Pilot Projects

<p>Northumbria - Project Title: Integrated Offender Management Project Summary: Changing services for victims, witnesses and offenders to improve the level of service and release the equivalent of 91 officers to frontline duties. This will include employing more staff in custody suites, keeping witnesses better informed as their cases progress and improving the quality of DNA evidence obtained from suspects.</p>
<p>Surrey Project - Title: BCU re-engineering Summary: Changing the types of staff used at a police command unit to get extra officers on the frontline, for example by using more Community Support Officers.</p>
<p>MPS Project - Title: BCU re-engineering Summary: As Surrey.</p>
<p>Dyfed-Powys - Project Title: Custody Detention Officers Summary: Using two new types of police staff with police powers of detention and escort in the forces custody suites.</p>
<p>Humberside - Project Title: Use of civilian staff in Major Incident Rooms Summary: Using more staff to help out with investigations to free up police officers to do more specialist work.</p>
<p>Lincolnshire - Project Title: Use of Investigation Officers Summary: Bringing in staff to work on preparing files for prosecution to cut down on the amount of time that officers are spending on paperwork.</p>
<p>Nottinghamshire - Project Title: Integrated Community Approach to Anti-Social Behaviour Summary: Setting up new mixed teams involving the police, local wardens and communities to tackle ASB.</p>
<p>Staffordshire - Project Title: Outsourcing Custody Summary: Using a contractor to run custody for a police station so that police officers can be freed up for patrol.</p>
<p>West Yorkshire - Project Title: Civilian Staff in Community Involvement Summary: Using police staff to work with communities to prevent local crime, e.g. by taking on some basic crime prevention activities.</p>
<p>Wiltshire - Project Title: Local Investigation Officers Summary: Use of staff with investigating powers to support officers in investigating volume crime such as thefts, vandalism etc. This frees up officers to do more patrol work and to undertake more specialist duties.</p>

10 Appendix C: Stakeholders Consulted

10.1 Internal Stakeholders

Executive	ACC Director of Finance Director of Human Resources
Human Resources	Human Resources Services Manager Diversity Manager Recruitment & Career Devpt.
North Bedfordshire Division	Divisional Commander Support Services Manager Personnel Officer Chief Inspector Operations
Luton Division	Superintendent - Operations Support Services Manager Personnel Manager Chief Inspector- Neighbourhood Policing Pilot
Central Division	Divisional Commander Support Services Manager Personnel Officer
Operational Support Division	Divisional Commander Chief Inspector-RTD
Specialist Crime Services Division	Divisional Services Manager
Special Constabulary	Co-ordinator/Trainer/Members of SC
Police Federation	Federation Sergeant
UNISON	UNISON Representative

10.2 External Stakeholders

Other Police Forces:

Most Similar Family of Forces	Best Value Review Teams Volunteer/Specials Co-ordinators PCSO Co-ordinators
Hertfordshire Constabulary	Volunteer Co-ordinator CSAS Co-ordinator
Thames Valley Police	Volunteer Co-ordinator CSAS Area Co-ordinators
Surrey Police	Mixed Economy Policing Project Team
West Yorkshire Police	Plural Policing Team
Lancashire Police	Volunteer Co-ordinator

Other Organisations

National Health Service Trusts	Luton & Dunstable NHS Trust Bedford South Wing Hospital
Security Industry Association	Regional Manager
Luton Borough Council Bedford Borough Council South Beds District Council	Environment Services Manager/Housing Managers Manager of Street Wardens/Park Rangers Citizone Co-ordinator
Contract Policing Agencies	Directors