

# Reducing Bureaucracy

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IN

## Policing

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Independent Reducing Bureaucracy Advocate

Interim Report



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## REDUCING BUREAUCRACY IN POLICING

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## Foreword

I was delighted to be invited to become the Independent Reducing Bureaucracy in Policing Advocate and took up my new role on 1 October 2008. The formal terms of reference are set out in correspondence between myself and the Home Secretary, included at Appendix A.

The Home Secretary has asked me to bring a fresh perspective to the reduction of unnecessary bureaucracy in policing. When asked by a colleague how much bureaucracy I thought I could remove, I responded 'none'. The responsibility for removing unnecessary bureaucracy rests with those across government and the Police Service at all levels who cause it. My role is to **drive** the bureaucracy-reducing recommendations in Sir Ronnie Flanagan's Review of Policing, to **challenge** government and the Police Service to remove and/or reduce overly bureaucratic requirements, systems or processes and to work with government and the Police Service to **tackle** risk aversion. I have also been asked to establish and chair a group of front-line police officers and staff (the Reducing Bureaucracy Practitioners Group) to assess the impact that new ideas, systems and processes will have on the front line, with a view to identifying appropriate national standards and forms.

The waste and negative impact of unnecessary bureaucracy on policing has been identified by professionals and commentators for many years. Considerable time and energy have been invested in addressing the problem, with the sometimes unfortunate impression that little seems to have changed or improved. I do not subscribe to this view; while unnecessary bureaucracy continues to be a problem, the position, I believe, would be considerably worse had it not been for the work of Sir David O'Dowd's Reducing Bureaucracy Taskforce in 2002 or the work of Bureaucracy Reduction Champions Alex Marshall, Ian Ackerley and Jacqui Cheer. Their work has provided, along with Sir Ronnie Flanagan's Review of Policing, a platform to go further, to achieve significant change, to increase capacity and to build trust and confidence, both within the Police Service and with the public.

At a simple level, bureaucracy is seen as being about form filling. Deeper analysis highlights organisational structures, systems, processes and risk aversion, linked to a lack of trust and confidence at all levels of government and policing, as major causes of unnecessary bureaucracy. While the waste caused by unnecessary bureaucracy has been well documented, we must equally be alive to a tendency to blame bureaucracy for any inertia in the system.

For the step change that Sir Ronnie Flanagan identified as being necessary to address a culture of risk aversion to happen, mindsets need to change. Continuous

reviews of form filling and processes may provide short-term relief, but there will be a tendency for benefits to be reversed or diluted unless collective responsibility is taken and there is a shift in culture to build and maintain trust and confidence in policing. Tripartite partners at a national and local level have a responsibility to provide a clear vision, strong, committed leadership, professional training and development. Effective and targeted communications are essential.

No one should underestimate the level of activity across policing and government to reduce unnecessary bureaucracy. Significant improvements are being made in places; these need to be properly collated, evaluated and disseminated for the Police Service to maximise all available opportunities. With so many initiatives across all areas of policing, I sense that there is an element of gridlock and a congestion of change in places. Enthusiasm for bringing about positive change is to be welcomed, but ministers, officials and senior officers must guard against losing sight of the necessary sequencing of change and the capacity and capability of the Police Service to introduce it.

Government must also be consistent in its message; balancing effectively the move to local priority setting and the promotion of national policing standards and priorities for local areas.

One of the most necessary and significant challenges facing the Police Service is the provision of compatible and integrated information technology. In the current climate, I do not believe it is feasible to achieve this in the short term. Government and the Police Service need to set a challenging but achievable timetable with clear standards and milestones leading to full compatibility and integration by 2015.

I have been heartened by the welcome that my appointment has received and the genuine desire to respond to the challenges presented by unnecessary bureaucracy in policing. In particular, my thanks go to Graham Hooper and his team at the National Policing Improvement Agency and Richard Clarke and his team at the Home Office who have assisted me greatly since my appointment.

This interim report provides my early view of the progress made on the recommendations from the Review of Policing by Sir Ronnie Flanagan published in February 2008. I will provide a more in-depth assessment in the spring of 2009. This report also provides an overview of the impact the Policing Green Paper *From the Neighbourhood to the National: Policing our Communities Together* will have on reducing bureaucracy, an update on the establishment of the Reducing Bureaucracy Practitioners Group and my proposed future work programme.



Jan Berry QPM FRSA BA

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# 1. Progress – Sir Ronnie Flanagan's Review of Policing

## INTRODUCTION

- 1.1 In April 2007 the Home Secretary, Rt Hon John Reid MP, commissioned Sir Ronnie Flanagan, Her Majesty's Chief Inspector of Constabulary, to conduct a targeted review of policing, focusing on four areas:
- reducing bureaucracy;
  - mainstreaming Neighbourhood Policing;
  - making most effective use of resources; and
  - enhancing local accountability.
- 1.2 Sir Ronnie published an interim report in September 2007, which included 26 recommendations relating to 'reducing bureaucracy' and 'mainstreaming Neighbourhood Policing'. Sir Ronnie's final report, published in February 2008, contained a further 33 recommendations across all four areas of the review, although some recommendations in the interim report had been developed into new recommendations in the final report.
- 1.3 The vast majority of Sir Ronnie's 59 recommendations relate directly or indirectly to reducing bureaucracy, covering areas such as new working practices (Lean principles), performance culture, leadership, doctrine, risk aversion, training, record keeping, data collection and case/custody processes.
- 1.4 An Implementation Board, with representatives from the Home Office, the Association of Chief Police Officers (ACPO), the Association of Police Authorities (APA), Her Majesty's Inspectorate of Constabulary (HMIC) and the National Policing Improvement Agency (NPIA), was established to chart and in some cases 'chase' progress. It has been helpful to both attend meetings of the Implementation Board and be briefed by its members.
- 1.5 We should not underestimate the enthusiasm for, or the amount of work being undertaken across government and policing aimed at addressing unnecessary bureaucracy. While significant benefits are already being gained, the change cannot be said to be fully embedded, is largely disparate and lacks consistency. In one way this is to be expected, as a number of the initiatives are relatively new and are only now beginning to be evaluated. Further, the new ways of working have not yet been rolled out to all parts of all forces. Further successful implementation will require effective leadership, commitment, co-ordination and communication at all levels if the full potential of increased capacity and confidence is to be realised and sustained.

- 1.6 The Flanagan Implementation Board are charting the progress of all recommendations and, as indicated above, good progress is being made. It needs to be acknowledged that some change takes longer to achieve; patience is needed to properly embed the change and maximise benefits. Further, not all forces start from the same base; this may be due to them being at different stages of the modernisation/reform programme, rather than it being a question of their willingness or ability to engage in the process.
- 1.7 Forces have access to a number of tools and programmes to review internal processes and procedures to improve and build additional capacity. Some are commercial products, some programmes are provided nationally, and some are identified and developed locally. Forces have a tendency to become 'precious' about their own, 'invented here' products, programmes and processes which, while they are keen to promote across the Police Service, also want to be seen as leading the way and different. Such competitiveness can aid innovation and creativity, but it can also, when added to the commercial interests of private sector companies, equally become counter-productive. I am keen to identify best practice which encourages collaboration alongside innovation and creativity in a service industry.
- 1.8 The Policing Portfolio Group (a sub-group of the National Policing Board) have helpfully commissioned the NPIA to map the extent of the police reform programme, and create a model to assess business capability and delivery timelines and better understand related dependencies and interdependencies on the ability of forces to implement further change. With the level of activity in this area, this is a challenge and, while it is feasible to identify and monitor national pilots/trials, there are countless initiatives being run in forces which are not on the national radar and will inevitably impact on the ability of individual forces to implement further national change.
- 1.9 Where a national programme/product is being rolled out, opportunities and benefits can frequently be lost through inertia. Recognising that policing needs to be delivered at different levels, I welcome the new approach to decision making outlined in the Policing Green Paper. The National Policing Board will be considering next steps early in 2009, and to assist this I recommend a meeting of senior officials be arranged to identify and agree protocols for implementation arrangements of national standards and initiatives across all forces.

#### **Recommendation 1**

Organise a seminar with senior representatives from the Home Office, HMIC, ACPO, APA, the NPIA and staff associations to identify and agree protocols for implementation arrangements of national standards/initiatives across all forces.

- 1.10 Rather than report on the progress of each of Sir Ronnie's bureaucracy-related recommendations in this Interim Report, I will briefly comment on the key issues, and attach at Appendix B a list of all his recommendations for information.

### NEW WAYS OF WORKING (LEAN PRINCIPLES)

- 1.11 The need to improve performance against a backdrop of increasing demand and challenging financial times requires the Police Service to do things differently, to build both trust and confidence together with the necessary capacity to provide increased safety and security.
- 1.12 A number of forces, including those who have benefited from Home Office QUEST investment, are adopting a form of the 'Lean principle' approach, which largely relates to the elimination of waste (anything that adds no value), empowering front-line workers, responding immediately to customer requests and optimising opportunities. This is beginning to deliver some good results, restoring the use of discretion and common sense and improving public confidence.
- 1.13 To date, QUEST projects have applied the principles to processes such as call handling, incident management, crime recording, custody processes and some patrol functions. The results, while very encouraging, demonstrate business improvement in one area or process at a time. Whether such improvement can be maintained as the process is further rolled out, additional processes are added or extra funding and support is removed has yet to be evaluated or established.
- 1.14 The 'four force pilots', in Staffordshire, Leicestershire, West Midlands and Surrey, to streamline processes, undertake proportionate and ethical crime recording and encourage the greater use of discretion are also beginning to deliver favourable results.
- 1.15 The four forces proposed this initiative to Sir Ronnie Flanagan prior to the publication of his final report and, as a consequence, became pilot sites, the terms of reference for which are:
- to define the purpose of crime and incident recording;
  - to develop approaches to recording, decision making and service provision which promote a culture of informed, purposeful discretion;
  - to reduce unproductive activity associated with disproportionate recording; and
  - to develop improved approaches to delivering a service to better meet an informed analysis of public requests for service.

- 1.16 The pilots are being evaluated by the NPIA, who will present their findings in February 2009. Interim findings were presented at a conference attended by all forces in December 2008.
- 1.17 I am clear that the commitment, enthusiasm and clear communication from Chief Police Officers has been key to the success to date of both QUEST initiatives and the four force pilots; where focus on building public confidence has taken precedence over sanction detections. That is not to say that detecting crime is no longer a priority, but the focus has shifted to resolving problems and building public confidence.
- 1.18 Talking to front-line officers in QUEST forces and the four pilot forces, they welcome the ability to 'use common sense' to resolve problems. However encouraging these new ways of working may be, the challenge of implementing the change and maximising benefits should not be underestimated, in particular in terms of training and development.
- 1.19 In addition, if similar benefits are to be achieved across all forces, more consideration will need to be given to what success looks like? Care must be taken when, in seeking to promote the new ways of working, headlines do not refer to the number of hours saved and extra officers on patrol. These terms and others, such as 'cashable savings' mean nothing to the public or front-line officers. I believe that the service needs to better understand the 'outcomes' of these changes and how the increased time is being used to improve safety and security. The development of a narrative, explaining the benefits of such change, which stands up internally and externally, is required (see 'Communications', page 20).
- 1.20 The National Policing Board or Policing Portfolio Group should consider promoting the principles of 'Lean thinking' to all forces, and provide a flexible framework to assist forces to adopt the principles in all their working practices. The work being undertaken by the NPIA to develop a reform delivery and capability model will assist in the development of this framework.

#### **Recommendation 2**

The National Policing Board or Policing Portfolio Group should consider promoting the principles of 'Lean thinking' to all forces, and provide a flexible framework to assist forces to adopt the principles in all their working practices.

### **CRIMINAL JUSTICE SYSTEM**

- 1.21 While distinct and separate, the agencies making up the criminal justice system (CJS) need to work together collaboratively, developing integrated information systems and complementary performance frameworks at both national and local levels.

- 1.22 Conflicting and, in some cases, contradictory performance measures remain. The Criminal Justice Board (CJB) nationally and Local Criminal Justice Board (LCJB) must introduce measures to ensure that this is prevented both in theory and practice. Consideration should be given to the adoption, in the short term, of measuring the alignment of national and local CJS performance frameworks.
- 1.23 In doing so, all partners, in consultation with the public, need to agree what success looks like. For example, is it the number of successful prosecutions and convictions? Is it the level of detected crime? What role should reoffending rates play?
- 1.24 The Police Service is arguably the most public facing of the criminal justice partners. With proposals to hold local criminal justice partners collectively responsible for performance failures, there are concerns that this will impact disproportionately on the police and specifically on public confidence.

### PERFORMANCE CULTURE

- 1.25 The delivery of an effective and efficient Police Service is key to providing a safe and secure society. The police must be clear about what is expected, know what success looks like, get feedback on their performance, be able to reflect and learn from experience and be trusted to deliver. Performance frameworks such as Assessments of Policing and Community Safety (APACS) need to provide a balance of qualitative and quantitative assessments that inform and reflect local, cross-border and national demands and policing priorities. I want to monitor the development of APACS to ensure that the demands it makes and additional bureaucracy caused can be fully justified and provides necessary information.
- 1.26 Government and the Police Service must guard against paying more attention to the presentation of the performance rather than the qualitative outcome.
- 1.27 While the apparent removal of targets at a national level is to be welcomed, there remains the potential for these to be replaced by new ones, both at national and local levels. Targets, in the majority of cases are based on counting activity, with officers being assessed on compliance with rules rather than a desired outcome. Community solutions such as restorative justice can produce positive outcomes but are more difficult to quantify or statistically account for.
- 1.28 I have held meetings with HMIC and the Audit Commission regarding the 'single public confidence' measure and, while they do not envisage additional bureaucracy, forces and police authorities appear unclear about what will be expected. Where such a lack of clarity exists there is potential for excessive over-recording. I will be considering the possible impact of the public confidence requirement in my next report.

- 1.29 I would like to gain a better understanding of the psychology and dynamics of the performance culture; what works, why it works, what drives it, what are the relationships and what are the key components. It may be necessary to commission research in this area, if this type of information is not readily available.
- 1.30 The Reducing Bureaucracy Practitioners Group reports that a new industry is being built in police/public consultation. They recognise the need to greater understand and focus on local priorities, but think that some forces may be over-engineering this process. There is potential for this to generate additional, unnecessary bureaucracy and I intend to review further the extent and range of public consultation.
- 1.31 Conflicting performance measures within the CJS remain and, while work is under way to address this, practitioners continue to report conflicts at a local level, specifically between the police and the Crown Prosecution Service (CPS).

### Recommendation 3

Local Criminal Justice Boards should satisfy themselves that there is no conflict in practice between local police and CPS performance measures.

## DATA COLLECTION

- 1.32 The cross-government review of data requirements, together with a target to reduce such requirements by at least 50 per cent is to be welcomed, even if, by setting a target, efforts are more likely to be focused on reaching the target as opposed to properly evaluating the need for and tangible benefits associated with the collection of all data.
- 1.33 I understand the work by Sir David Normington (Permanent Secretary at the Home Office) to cut all data collection requirements by at least 50 per cent has the potential to both rationalise data collection and provide significant opportunities to increase capacity. I anticipate receiving further information regarding his proposals and will seek to assist and ensure available benefits are not minimised through any new requirement or the misinterpretation of a data requirement.
- 1.34 Front-line officers have expressed considerable concern about the value of activity-based costing. The requirement is viewed as both time consuming and pointless. Little or no feedback is provided to officers, which seems to suggest that the data collected has little value or cannot be obtained from other sources.
- 1.35 I will be giving further thought to the impact and value of the new data hub in relation to future data collection.

**Recommendation 4**

The requirement to collect data for activity-based costing should be discontinued.

**STOP AND ACCOUNT**

- 1.36 I welcome and support the Government's announcement that from 1 January 2009 there will no longer be a requirement to complete a lengthy form when requiring a person to account for their presence somewhere. Technology, in the form of Airwave radio, will instead be used to record officers' details, where and when a stop has taken place, together with the **self-defined** ethnicity of the person stopped. A business card will be handed to the person being stopped. This change should not, however, restrict an officer from recording more details, where they believe it appropriate for intelligence purposes.
- 1.37 Not all forces have, at this time, the technical ability to use Airwave for this purpose. These forces will use a shortened form until the necessary technological upgrades have been made. Officers' locations are automatically recorded if the Airwave GPRS locator is switched on.
- 1.38 Recognising both the need for accountability and also the sensitivities surrounding the proportionality of stops, front-line officers have expressed concern that requiring a person to self-define ethnicity has the potential to enflame a situation rather than build public confidence. The Reducing Bureaucracy Practitioners Group will be considering this issue further.
- 1.39 In welcoming the changes to stop and account, I am acutely aware of the confusion between stop and account and stop and search among both the public and police officers. Such confusion was evident when I joined the Home Secretary at a community meeting in Handsworth, Birmingham, in December 2008, to announce the changes to stop and account. There is a need to address this and I will give further thought to how this might be achieved, both internally and externally, in further reports.

*'Click, click, click may be good for you, but it means nothing to me, if I still get stopped for no reason.'* A young resident of Handsworth, Birmingham, responding to the Home Secretary when she was announcing the shortened recording process for stop and account, December 2008.

**Recommendation 5**

Forces that do not have the Airwave GPRS locator switched on as a matter of course should review their policy. While there may be a small cost financially and in terms of network load, the locator has the potential to assist with officer safety, audit and accountability.

## CRIME RECORDING

*'Crime statistics are the quintessential "official figures", a measure both of society and of government, telling us something about the social hazards we face and something about the success of government and public services in containing those hazards. How much the figures tell us about either the hazards or their containment is hotly debated.'* **Statistics Commission, Report No 30, Crime Statistics: User Perspectives**

- 1.40 During 2006 both the Statistics Commission and Professor Adrian Smith considered the credibility of crime statistics through the eyes of the public. In addition to recommending the inclusion of under-16s in the British Crime Survey, the focus of their separate recommendations shifted emphasis on the provision of crime information from national to local, a view reinforced more recently by Louise Casey in her review *Engaging Communities in Fighting Crime*.
- 1.41 The shift from national to local is only just beginning to happen. It is therefore too early to make any assessment on whether the credibility of crime statistics will be improved.
- 1.42 The public are not alone in doubting the value of crime statistics, every police officer I have spoken to refers to the National Crime Recording Standards (NCRS), and in particular the accounting rules, as being over-engineered, over-bureaucratic and unworkable in their current form. They do not view them as being either an accurate indicator of crime or police effectiveness.
- 1.43 In order that the numbers and types of crime can be properly recorded, investigated and analysed, and effectively audited, there is a clear need for national recording standards. While the standards do not mandate operational response, they do assist in setting priorities. However, it is clear that the credibility of records are called into question when used to set targets or as a measure of performance.
- 1.44 Categories of crime and the accounting rules for 'detected' crimes act at times to skew policing priorities, and provide a distorted picture of police effectiveness and, for that matter, the 'real' state of crime. Serious and violent crimes are rightly prioritised, but there are shades of seriousness and violence. This also has the potential to paint inaccurate pictures of the state of crime and effectiveness.
- 1.45 The integrity of crime records is important, but the records must also be shown in context. Where crimes are known to be committed by under-10s, some mentally ill offenders and some Armed Forces offenders, they will be recorded as crimes but may not be technically classed as resolved/detected. This needs to be addressed.

- 1.46 Consideration must also be given to recognising the potential of community/ restorative resolutions which are beginning to be used effectively in communities and have a positive impact on public confidence.
- 1.47 Practitioners have expressed concerns about the development of National Standards of Incident Recording (NSIR).
- 1.48 The Reducing Bureaucracy Practitioners Group is keen to further review both the NCRS and NSIR in order that firm recommendations can be made in my next report.

### STATUTORY CHARGING

- 1.49 Schedule 2 to the Criminal Justice Act 2003 provided for the CPS to take over the responsibility for determining whether a person should be charged with a criminal offence by the police.
- 1.50 The operational guidance for the charging arrangements is laid down by the Director of Public Prosecutions (DPP). The responsibility of determining all charging decisions was always known to be a sizeable task and one which would demand significant resources from the CPS. The DPP's guidance stipulated in an annex those charging cases where the police could continue to determine charges (mainly summary and uncontested low-level cases). From time to time the DPP's guidance is amended to reflect national and public interest in certain charging decisions.
- 1.51 The Charging Scheme itself is monitored through performance reporting from CPS IT systems, which may not be aligned with the police performance framework. Performance information is reported monthly on volumes of cases, successful guilty pleas, attrition and discontinuance of cases by the CPS. No performance information is produced relating to the efficiency of the scheme itself or of any levels of bureaucracy imposed by its operation.
- 1.52 A number of reviews have commented on the effectiveness and value for money of the Statutory Charging Scheme. They have found that:
- there are some benefits in closer working relationships between the police and the CPS;
  - the practice of delivering advice in face-to-face meetings was not providing the anticipated benefits in all cases;
  - police file quality supervision needs to be more robust;
  - police and CPS processes are inconsistent, overly complex, inefficient and lacking in pragmatism in too many instances, often leading to avoidable delays and frustration;

- greater consistency of approach was needed by prosecutors in the level of information required to make a charging decision; and
- there is no evidence that it provides value for money.

1.53 The reviews also concluded that, 'though progress had been slower than desirable, gradual improvements had been made. In purely financial terms, however, it was difficult to gauge the value for money of the scheme as there was limited reliable data on its cost and the scheme had changed significantly since the pilot.'

1.54 I am aware of ongoing concerns about the consistency of advice and charging decisions by different prosecutors, resulting in 'selection' by investigators at times as to which prosecutor's advice will be sought, or indeed a preference for waiting and seeking advice via CPS Direct after 5pm or at weekends.

1.55 Practitioners report significant time 'wasted' and unnecessary bureaucracy applied when referring minor cases to the CPS for charging decisions. I have witnessed officers waiting unacceptably long times to meet with CPS solicitors to discuss very simple, albeit contested, cases which were at the time not admitted.

1.56 I am keen to meet with representatives from the CPS, Attorney General's Office and other key stakeholders to explore the feasibility of piloting, in a force that is currently introducing proportionate and ethical crime recording, an amended system extending police charging powers to include all summary offences, regardless of plea, and possibly further offences subject to trial at either magistrates' court or Crown Court.

1.57 Such a change would have the potential to:

- allow the CPS to concentrate on more serious and difficult cases;
- deliver speedier justice;
- free up considerable police and CPS time;
- extend and complement the proportionate and ethical crime recording pilots; and
- recognise the added value provided by custody sergeants in the CJS.

#### **Recommendation 6**

Consideration should be given to piloting, in a force that is currently introducing proportionate and ethical crime recording, an amended system extending police charging powers to include all summary offences, regardless of plea, and further offences subject to trial at either magistrates' court or Crown Court.

## STANDARD FORMS/STANDARD PROCESSES

1.58 See 'Reducing Bureaucracy Practitioners Group', page 16.

## DOCTRINE

1.59 The task of reviewing all doctrine, which includes regulations, codes of practice, operational manuals and practical advice on best practice in the Police Service, will take some time to complete. Priority will need to be given to identifying which doctrine causes the most negative impact and least exposure to risk.

1.60 I would like to see a timeline and plan for the full review programme.

## RISK AVERSION

1.61 A key finding of Sir Ronnie Flanagan's review was the negative impact of risk aversion on decision making in policing; slower progress has been made in this area. While the Police Service is not alone in being risk averse, it is an area that requires urgent attention.

1.62 The Risk and Regulation Advisory Council (RRAC) conducted research and held focus groups to better understand the underlying factors of risk aversion in policing and have now shared their findings with the NPIA, who have responsibility for progressing the work.

1.63 Over-reliance on compliance with set rules and targets has reduced the ability of many officers to use their professional judgement. I estimate that between 50,000 and 60,000 police officers have been recruited in the last seven years. Experiential learning for these officers has been linked, in the main, to meeting numerical targets – they have little experience of problem solving or the use of discretion. The perception of a blame culture remains.

1.64 I believe there are strong links between a predisposition to avoid taking risks and levels of professional knowledge, skills and experience in the use of discretion. Police officers need experience to make sound judgements. Key to resolving this will be strong leadership, training and development.

## 2. Policing Green Paper

### *FROM THE NEIGHBOURHOOD TO THE NATIONAL: POLICING OUR COMMUNITIES TOGETHER*

- 2.1 Published in July 2008, Chapter 2 of the Policing Green Paper focused on the need to further professionalise the Police Service and free up time by reducing bureaucracy and developing technology.
- 2.2 The appointment of an Independent Reducing Bureaucracy Champion (Advocate) to drive the necessary change was announced in the Green Paper.
- 2.3 The Green Paper invited views on a range of issues, and responses to this consultation have now been published. They refer, both directly and indirectly, to reducing bureaucracy and have been drawn on in the preparation of this interim report.

### TECHNOLOGY

- 2.4 The significance of technology is recognised and the development of a co-ordinated, integrated IT system remains a high priority. The provision of this system, however, has taken too long to deliver.
- 2.5 The independence and organisational structure of policing creates the potential for fragmentation, inconsistency and incompatibility. But progress, albeit slow, is now being made.
- 2.6 The importance of the Information Systems Improvement Strategy programme (ISIS) cannot be overstated in terms of:
  - the provision of better information to the public and mobile data terminals with operational information to front-line officers;
  - identifying future requirements and planning for integration and compatibility of all systems; and
  - making better use of resources through improved collaboration and procurement.
- 2.7 Such are the benefits of an integrated compatible information system for the Police Service and its partners – it is appropriate for the Home Secretary to mandate forces in this aspect.
- 2.8 While forces are at different stages of their IT development, there is an operational requirement for all forces to introduce compatible and complementary operating platforms. It is neither practically nor economically feasible to achieve this in the short term. Government and the Police Service must set a challenging but achievable timetable with clear standards and milestones leading to full compatibility and integration by 2015.

- 2.9 The Reducing Bureaucracy Practitioners Group is keen to use its experience to inform future requirements, standard processes and, where appropriate, national forms. It emphasises the need for technology to support service delivery, not the other way around. Greater attention must be given to end user requirements and the compatibility of systems.
- 2.10 The Police Service needs to provide a balance, drawing on the expertise of both IT professionals and operational police officers.
- 2.11 Front-line practitioners do not see the need for local variations in IT provision and expressed concern about poor and/or untimely training.
- 2.12 When new systems are introduced, senior leaders need to own and drive effective implementation.

### DIGITAL RECORDING OF INTERVIEWS

- 2.13 Digital recording of PACE interviews in custody have been trialled in Lancashire. This is a good example of using advances in technology to reduce bureaucracy in the storage of thousands of taped interviews. I understand that the evaluation of the trials demonstrates a number of business advantages and related cash savings, including easier access to interviews and streamlining investigative and judicial processes.
- 2.14 Provided that the security of data can be delivered when fully rolled out and business benefits realised, consideration should be given to how and when this facility can be rolled out to all forces.

### MOBILE DATA DEVICES

- 2.15 While many officers are today benefiting from new mobile data devices, the range of applications available varies widely and there are few examples of integration.
- 2.16 Some forces are successfully but gradually redesigning forms and processes for use on mobile devices. It has to be remembered that mobile devices have limitations – what works on paper does not necessarily transfer to a machine.
- 2.17 Streamlining processes is good practice, and forces will gain a number of additional advantages when undertaking this process. Ways to share experience between forces should be also explored.
- 2.18 Government must take care not to build an expectation in police officers that they will all have mobile devices with full operability, as this is some way away. Likewise, it is wrong to suggest to the public that the provision of these devices will resolve bureaucracy.
- 2.19 Some forces are considerably further along the integration process than others; there is a need to use their experience to enable other forces to move towards greater compatibility and integration, making sure that the end user's needs are taken into account.

### 3. Reducing Bureaucracy Practitioners Group

- 3.1 I welcome the acknowledgement that those who face the harsh reality of unnecessary bureaucracy are being invited to use their experience to influence new systems and technologies.
- 3.2 In establishing the Reducing Bureaucracy Practitioners Group we have sought to bring together a mix of front-line officers and staff who, in the widest sense of the term, are representative of the Police Service both geographically and by function/role.
- 3.3 The group seeks:
- *'To remove unnecessary bureaucracy from systems and processes, empower officers to apply common sense principles and rebuild trust and confidence in policing.'*
- 3.4 The Reducing Bureaucracy Practitioners Group met for the first time at the beginning of December 2008. Details of the membership of the group are included at Appendix C together with notes of this first meeting at Appendix D. The group will meet in person or 'virtually' on a monthly basis, with details of their meetings published on a purpose-built website to both explain and promote the work of the group.

#### OBSTACLES AND HURDLES

- 3.5 The group has highlighted from experience the obstacles and hurdles to the successful removal of unnecessary bureaucracy including leadership, conflicting performance measures, performance incentives, conflicting and confusing messages, necessity and value of data collection with little feedback, technology, recognition of alternative resolutions, customer service ethos, 'one size fits all' mentality, interpretation of national standards, risk aversion, blame culture, problem-solving capability with use of discretion, training, organisational structure and RIPA.
- 3.6 Particular concern was voiced about the tendency for senior officers and forces to become 'precious' about their own products and processes, leading to a lack of objectivity, failure to share, and inconsistent implementation of national initiatives. It was equally recognised that national initiatives did not always take account of the capacity in forces to implement changes as indicated.
- 3.7 The group is keen to consider further an effective balance between national standards and local application.

## STANDARDISATION OF KEY POLICE PROCESSES AND FORMS

- 3.8 The Policing Green Paper, building on recommendations by Sir Ronnie Flanagan, proposes the standardisation of key police processes and forms. Together with the NPIA and tripartite partners I have been asked to improve the top ten police processes by standardisation and development of national forms.
- 3.9 Differing views are emerging on the value of this requirement. At one level it seems sensible to standardise processes and forms; an arrest in Cumbria is the same as an arrest in Devon, and even where systems are currently incompatible, the intention is for the systems, over time, to converge, which would appear to make standardisation more attractive.
- 3.10 However, there is a fear that when standardising the procedures has been attempted before, it has resulted in complex processes being introduced which seek to address every possible scenario and quickly become discredited and unworkable. Officers are more likely to be judged on compliance with the process as opposed to resolving the issue. Standardisation has the potential to prevent officers from using their experience, judgement and discretion to resolve issues.
- 3.11 Despite these concerns the Reducing Bureaucracy Practitioners Group has identified ten processes which it considers particularly bureaucratic and which would benefit from greater standardisation in systems, procedures and/or forms:
1. Accident reporting
  2. Call handling
  3. Case building and file management
  4. Crime and incident recording
  5. Custody processes
  6. Domestic violence
  7. Missing persons
  8. National Intelligence Model (NIM)
  9. Performance and development reviews for front-line officers and staff
  10. Taser
- 3.12 The group also identified eight cross-cutting issues which also need to be taken into account:
1. Interaction with the rest of the CJS
  2. Partnerships
-

3. People (HR)
  4. Performance culture and data collection
  5. Assessment of risk
  6. Training
  7. Use of technology
  8. Use of force
- 3.13 I will give more thought to how we can effectively standardise processes and forms to improve police performance, without discouraging the use of judgement or the removal of discretion in resolving problems.
- 3.14 ACPO leads for the identified key processes are being asked to provide the Reducing Bureaucracy Practitioners Group with a progress report to enable joint working where appropriate.
-

## 4. Work programme

4.1 The following activities constitute the ongoing work programme:

- Full assessment of progress of bureaucracy reduction recommendations included in Sir Ronnie Flanagan's Review of Policing (to report in March 2009).
- Identify and promote reducing bureaucracy good practice with particular emphasis on identified key processes.
- Key processes: Work with ACPO leads to further review processes and, where appropriate, standardise and develop national suites of forms.
- Introduce system to assess new policies, systems, equipment and procedures for bureaucratic impact.
- Address confusion between stop and account and stop and search among both the public and police officers.
- Meet with bureaucracy reduction counterparts across government to share good practice.
- Review extent and range of public consultation.
- Review value and impact of new data hub.
- Consult on and review impact of self-defining ethnicity on public confidence.
- Review bureaucratic impact of proposed new NCRS and NSIR.
- Risk aversion: Consider with NPIA proposals to address this.
- With partners, develop and agree an effective communication strategy.

## 5. Communications

- 5.1 A credible and effective strategy to communicate progress and success is key. Conventional methods of communication (news releases, ministerial statements, briefings, dedicated website, e-letters) need to be deployed alongside new methods which reach the diverse audiences. Timely, consistent messages, albeit in differing styles, are needed to inform and promote reducing unnecessary bureaucracy and build trust in published information, systems and processes. Bureaucracy needs also to be seen in a positive light.
  - 5.2 Narratives need to be developed and a story needs to be told to inform and educate both internal and external audiences. People face the problems caused by unnecessary bureaucracy from differing perspectives.
  - 5.3 I believe that opportunities to promote positive messages across policing and government at all levels are frequently lost. This may be due to competing agendas or an inability to make the necessary connections with reducing bureaucracy.
  - 5.4 While the professional expertise and involvement of communications teams from the Home Office and NPIA are vital, it will be equally important to utilise additional external expertise to promote this work. This will not only demonstrate the independence of my role, but will also ensure there is no conflict of interest and enable important messages and information to be effectively communicated.
-

## 6. Summary of recommendations

- 6.1 Organise a seminar with senior representatives from the Home Office, HMIC, ACPO, APA, the NPIA and staff associations to identify and agree protocols for implementation arrangements of national standards/initiatives across all forces (page 4).
- 6.2 The National Policing Board or Policing Portfolio Group should consider promoting the principles of 'Lean thinking' to all forces, and provide a flexible framework to assist forces to adopt the principles in all their working practices (page 6).
- 6.3 Local Criminal Justice Boards should satisfy themselves that there is no conflict in practice between local police and CPS performance measures (page 8).
- 6.4 The requirement to collect data for activity-based costing should be discontinued (page 9).
- 6.5 Forces that do not have the Airwave GPRS locator switched on as a matter of course should review their policy. While there may be a small cost financially and in terms of network load, the locator has the potential to assist with officer safety, audit and accountability (page 9).
- 6.6 Consideration should be given to piloting, in a force that is currently introducing proportionate and ethical crime recording, an amended system extending police charging powers to include all summary offences, regardless of plea, and further offences subject to trial at either magistrates' court or Crown Court (page 12).

## Appendix A

### COMMISSIONING LETTER FROM THE HOME SECRETARY TO JAN BERRY AND HER RESPONSE

Mrs J S Berry QPM FRSA BA

1 October 2008

Dear Jan

#### **YOUR ROLE AS INDEPENDENT REDUCING BUREAUCRACY ADVOCATE**

I am delighted that you are taking up your new role as the independent Reducing Bureaucracy Advocate today. This is a new and important role, independent from the Home Office, intended to take forward reductions in police bureaucracy. I very much hope that you will be able to use your expertise and experience over the coming months to challenge the police service, its partners and Government, to identify where red tape can be cut effectively and where we can further free up officer time to focus on keeping our streets safe.

Ahead of this, I thought I would write to you to give you an update on some of the initiatives that the Home Office, in collaboration with our partners have already been engaged in on reducing bureaucracy.

As you know, the Policing Green Paper devotes an entire chapter to reducing bureaucracy and developing technology to free up officer time. We recognise that we expect a great deal from the police and so it is vitally important that they are able to do their jobs in the most efficient way possible, without being constrained by unnecessary red tape. This is why Sir Ronnie Flanagan's review was so important, and why we are committed to delivering on his recommendations.

The Green Paper builds on these, setting out specific initiatives designed to release officers to deal with the public's concerns.

We have listened to the views of the police, who were against the centrally imposed targets on bringing offences to justice. We are therefore scrapping the multitude of central policing targets for forces, replacing them with a single top down target on public confidence. This will fundamentally change the way that success in the police is measured. From now on, success will be measured to a large extent by how well local people believe a force is doing to address their local concerns.

We have also been rationalising the information that we collect. My department is now reviewing the amount of data it collects from forces, with a view to reducing it by 50%. We have also been assisting the piloting of two significant pilots in four police forces – one on reducing the amount of information that officers collect when recording crime and the second on scrapping the stop and account form. We are now looking to extend this initiative, initially to the nine other police forces that make up the knife crime action areas. I want us to be able to demonstrate how reducing police bureaucracy can enable officers to focus on what is really important – keeping people safe.

Elsewhere in the criminal justice system, the Home Office is supporting other Government departments in driving forward the Speedy Summary Justice Programme to reduce the amount of paperwork involved in case preparation. We are also helping to deliver 'virtual courts' which will allow police officers to give their evidence at a station and thus cut down on time wasted travelling to/from and waiting at court. Following a prototype virtual court that was run in the London boroughs of Lambeth and Southwark last summer, detailed planning is under way of a pilot that will involve parts of Central and South East London and Kent. The ambition is to commence the pilot as soon as possible from late 2008, and we are currently engaging with the technology suppliers and the London project team to confirm the earliest date for starting the pilot.

The effective use of technology is at the heart of our approach to reducing bureaucracy. We have already spent £50m to support the rollout of mobile data devices – 10,000 of which have been issued so far. In the pilot area in Luton, officers were issued with Blackberrys enabling them to have access to resources such as the police national computer and the police national legal database. By giving officers the means to access this information on the streets the pilots achieved an overall reduction of officer time spent in the station, from 46% to 36%. We want to build on this success, which is why we announced in the Green Paper that we want to spend a further £25m to expand this opportunity, culminating in 30,000 devices being in the hands of frontline officers by March 2010.

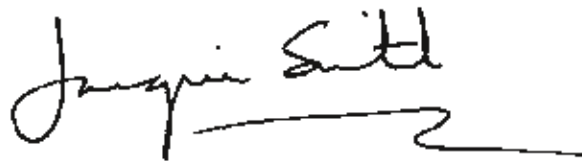
Taken together, this work should result in a substantial freeing up of police officer resources. However, there is much more that can still be done, which is why your role is so important. For example on forms, I think there is much more work to be done on greater standardisation. I would like you to consider nine or ten key processes with a view to streamlining them and designing standard forms.

On IT, we have made a start with mobile devices but I want us to go further on exploring the potential for using IT to free up officer time. With this in mind, I would like you to work closely with the NPIA on considering how we can make further use of technology to reduce bureaucracy. I am particularly pleased that you will be able to be based at the NPIA during your role as I believe that this maximises the scope for effective joined up working over the months ahead.

Above all, I am firmly of the view that in order to achieve lasting reform we need to be radical in challenging the way we do things. I think we have made a positive start. In particular, I think my department has been bold in rationalising central targets and committing ourselves to reducing the data requirement from forces. However, I see your role as being instrumental in making sure we build on this progress and achieve significant reductions in bureaucracy.

I look forward to hearing your thoughts on this and would like you to prepare a short report by December on your initial analysis and where you think attention should be given over the coming months. I would like this to feed in to a more considered report by February 2009, which will be one year on from Sir Ronnie's report.

I am copying this letter to Sir Ronnie Flanagan.

A handwritten signature in black ink, reading 'Jacqui Smith', with a long horizontal flourish extending to the right.

JACQUI SMITH  
HOME SECRETARY

**REDUCING BUREAUCRACY IN POLICING****Jan Berry QPM FRSA BA***Reducing Bureaucracy Advocate*

The Rt Hon Jacqui Smith MP  
The Home Secretary  
2 Marsham Street  
London  
SW1P 4DF

15 October 2008

Dear Home Secretary,

**REDUCING BUREAUCRACY ADVOCATE**

Thank you for your letter of 1st October, both welcoming me to my new role and setting out government's recent activity to reduce police bureaucracy. I am looking forward to taking up the challenge this new role presents and the opportunity to use my experience to further confront and remove unnecessary bureaucracy in policing. There is I believe a genuine desire from all stakeholders to address this issue and I am pleased to be able to play a part.

Whilst we might recognise unnecessary bureaucracy has built up over years and that there is no single, simple solution; it must equally be recognised that the problem will not be resolved by reducing form filling or for that matter cutting the number of targets alone. There are no quick fixes; confidence needs to be restored both within the police, and in the service provided. In my experience, police officers recognise they are accountable; they need to be trusted to use their discretion and experience to solve the wide range of problems they are called upon to deal with. There has been an over reliance on numerical outputs rather than an appreciation of qualitative, community-based outcomes.

One of my first tasks will be to establish a group of frontline practitioners to act as a Bureaucracy Reference Group. The group will identify and critically analyse common processes undertaken by frontline officers with a view to standardise them and, where appropriate, assist to design standard forms. The group will also assess proposals for new policy or legislation and provide an assessment on the bureaucratic impact any such change will have on frontline officers. With the remit of policing being so wide, it would be an impossible task to review every aspect; the group will therefore identify and concentrate on two or three key areas where they believe the greatest impact can be made. I anticipate these will include both internal and external processes and include data collection, street skills, case building and technology. The timescale you have laid down is challenging, but I anticipate being in a position to report on the group's identified areas when I produce my first report to you in December.

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Your letter helpfully outlines a number of the projects and initiatives which seek directly or indirectly to reduce unnecessary bureaucratic burdens on frontline police officers. I am keen to gain an early understanding of the direction, progress and impact of these initiatives, some of which emanate directly from Sir Ronnie Flanagan's Review of Policing. I will incorporate the assessment into my December report; looking particularly at the initiatives connected with the introduction of new mobile technology, data collection requirements, relaxation of offender related targets, case building and the use of officers' discretion.

The credibility of the work you have invited me to undertake is underlined by your assurances in respect of the independence of my role. I look forward to working with all stakeholders to reduce policing bureaucracy.

A handwritten signature in black ink that reads "Jan Berry". The signature is fluid and cursive, with a large loop at the end of the name.

Sincerely yours,  
**Jan Berry QPM FRSA BA**

## Appendix B

### SUMMARY OF RECOMMENDATIONS FROM SIR RONNIE FLANAGAN'S INTERIM REPORT

#### **Recommendation 1**

The Home Office, the Association of Chief Police Officers (ACPO) and the Association of Police Authorities (APA) must demonstrate clear national leadership on the issue of risk aversion and commit themselves to genuinely new ways of working to foster a culture in which officers and staff can rediscover their discretion to exercise professional judgement. This should find its first practical expression in a joint Compact between the tripartite relationship and the service to be delivered by the summer of 2008. (I see the NPIA as the primary body which should support the ongoing delivery of this vital goal.)

#### **Recommendation 2**

The Government should look again at the priority given to different offences in the new performance regime for the forthcoming Comprehensive Spending Review (CSR) and, in particular, the Public Service Agreement targets for offences brought to justice so that more proportionate weight is given to the different levels of seriousness applied to offences.

#### **Recommendation 3**

The Home Office should re-define violent crime to include only those crimes which actually cause physical injury or where the threat to inflict such injury is likely to frighten a reasonable person.

#### **Recommendation 4**

There should be a non-party political but truly cross-party debate to inform a revision of recorded crime statistics, particularly in the areas currently designated as violent crime. In this context, a closer examination of why international police colleagues do not record anything like the level of activity as 'violent crime' will be critical.

**Recommendation 5**

ACPO should work with the NPIA to produce mandatory standard forms based on the minimum appropriate reporting requirements. This work should be completed by summer 2008 and forces should adopt them unless there are compelling local reasons for variation.

**Recommendation 6**

I recommend that officials should consider whether it is possible to develop, as part of APACS, a set of business indicators for police activities which could show how effectively the police service works and act as benchmarks for good practice.

**Recommendation 7**

The National Policing Board should carry out an urgent and fundamental review of the Annual Data Requirement (ADR) to report by the end of the year. This should be delivered in conjunction with the Home Office's wider programme of data stream reduction which it is undertaking as part of the Government's programme to reduce bureaucracy on front-line public services.

**Recommendation 8**

The Home Office should initiate a revision of activity-based costing with stratified sampling by autumn 2008. The NPIA should carry out an investigation of the suitability of Airwave to gather information on officers' daily activities by summer 2008.

**Recommendation 9**

The Review will give urgent consideration to how stop and account/search can be better administered and the bureaucracy surrounding it significantly reduced. In doing so, I will consult widely (and as part of my existing Equality Impact Assessment) both with key leaders and stakeholders from a diverse range of communities and from within the service.

**Recommendation 10**

The principles of Directors Guidance Quick Process (DGQP) seem to show great promise in dealing with proportionality in case file building. ACPO and the CPS should jointly look to find ways of implementing these principles nationally as soon as possible, building on the early work of the two pilots.

**Recommendation 11**

The Home Secretary, the Secretary of State for Justice and the Attorney General should urgently consider the creation of a shared target for the reduction of bureaucracy, shared by the CPS and the police. The target should have a clear expectation that the amount of time the police are dedicating to case preparation should be appropriately reduced through smarter ways of working and the identification and dissemination of best practice.

**Recommendation 12**

Following completion of the pilot evaluation, urgent consideration should be given to rolling out virtual courts, both geographically and in terms of the categories of cases they can cover.

**Recommendation 13**

As part of the next phase of the Review, the MIPB should urgently identify the costs and benefits of rolling out mobile data on a service-wide basis and recommend an appropriate way forward for doing so.

**Recommendation 14**

CLG and the Home Office should work with ACPO, NPIA, APA, the voluntary and community sector, LGA and IDeA to draw up an Action Plan to integrate Neighbourhood Policing with neighbourhood management to be published at the end of the year (2007). A cross-departmental/multi-agency team should be created to deliver the Plan. I will return to this issue in my final report.

**Recommendation 15**

The Home Office and CLG should give urgent consideration to establishing a pilot that will take place in 2008/09 on the pooling of budgets between local community safety partners. This would examine the benefits that can be delivered and the challenges of rolling it out more widely. I envisage these pilots as being complementary to, and more local than, LAAs.

**Recommendation 16**

The Home Office and CLG should urgently review the existing evidence on the partnership benefits which arise from embedding Neighbourhood Policing within a neighbourhood management approach in order to inform the forthcoming CSR. The review of evidence should work within the principles of the National Improvement and Efficiency Strategy and build on current improvement architecture to drive forward improvement.

**Recommendation 17**

APACS should give proper weight to Neighbourhood Policing outcomes such as partnership working, problem solving, community confidence and satisfaction, and how effectively Neighbourhood Policing teams address community concerns in addition to any measurements around crime reduction. Furthermore, APACS should continue to align with the new local government performance framework.

**Recommendation 18**

The Home Office and NPIA should work with CLG to ensure that the Single National Indicator Set includes measures on confidence and satisfaction that are applicable to Neighbourhood Policing. These are due to be finalised soon and I would encourage that this work takes place as a matter of priority.

**Recommendation 19**

The National Policing Improvement Agency should review all of its training, learning and development to ensure that Neighbourhood Policing and associated skills are firmly integrated within its overall programme by the end of April 2008.

**Recommendation 20**

Chief constables should ensure that future recruitment campaigns place a proper emphasis on Neighbourhood Policing.

**Recommendation 21**

Chief constables should strive to ensure that those appointed to head BCUs, and appointed to other posts within and integral to Neighbourhood Policing, should as far as possible remain in post for at least two years. This should be monitored both by HMIC and police authorities.

**Recommendation 22**

NPIA's Neighbourhood Policing programme should investigate the feasibility of giving greater recognition to officers and staff who remain on Neighbourhood Policing teams for a lengthy period of time.

**Recommendation 23**

The Home Office should continue to ring-fence PCSO funding for 2008/09 to enable the embedding of their role within Neighbourhood Policing teams.

**Recommendation 24**

Chief constables should ensure that the training commitment for PCSOs who successfully apply to become police officers should take into account previous training they have already been given as well as the knowledge and skills they have acquired as a PCSO. Successful candidates could return more speedily to a Neighbourhood Policing role and this could be achieved more quickly with a reduced training commitment.

**Recommendation 25**

The Home Office with the NPIA should consider opportunities for developing the role of the PCSO and should specifically consider broader opportunities and flexible working options available within the police service. This is an issue I will return to in my final report.

**Recommendation 26**

The NPIA should research the feasibility of a volunteer PCSO scheme and report on its findings by summer 2008.

## SUMMARY OF RECOMMENDATIONS FROM SIR RONNIE FLANAGAN'S FINAL REPORT

**Recommendation 1**

The Home Office, HMIC, ACPO, APA and the NPIA should clarify and re-design their roles and responsibilities to remove duplication and sharpen incentives and accountability for performance and productivity. They should set out their proposals to the National Policing Board in July 2008.

**Recommendation 2**

APACS should centre on the Government's high-level priorities, drawing its indicators directly from the PSAs, supported by a small number of high-level indicators on areas not covered in the PSA suite such as productivity and some suitably defined performance indicators on serious crime and counter-terrorism. HMIC should collaborate with the Home Office to develop high-level productivity measures for use in the 2010 APACS assessments. In conjunction with these measures, by 2010 forces should develop data useful for them to understand their performance and productivity.

**Recommendation 3**

The Home Office should urgently examine its requirement for each force to undertake activity-based costing with a view to this requirement being replaced with an alternative which costs less, is easier to use and has greater impact on productivity. It should also assess alternative ways of meeting its information requirements regarding the allocation of police funding.

**Recommendation 4**

The Home Office should support HMIC, the Audit Commission, forces and police authorities in developing a statistical profile for each force, similar to those used successfully in local government and the health service, which would include comparable high-level data on staff numbers, objective costs and key management ratios. Prototypes of these profiles should be prepared by autumn this year [2008], with final versions available by autumn 2009.

**Recommendation 5**

The allocation of grant funding to police authorities should be based transparently on objective need in order to better match resources to threat and demand. To achieve this, the Home Office should move towards a fuller application of the funding formula in future Spending Reviews, phasing out the existing damping mechanism of floors and ceilings. To better address the demands of protective services, the protective services steering group should consider top-slicing funding. In the longer term, the Home Office should seek agreement with ACPO and APA on a revision to the funding formula that better deals with the shifting demands of protective services.

**Recommendation 6**

Where police authorities determine that a sound business case exists for voluntary merger, every effort should be made by Government to facilitate this process.

**Recommendation 7**

Forces should review their demand profiles, taking account of more detailed information now available, to ensure that resources are deployed to areas of greatest risk and priority. HMIC should use this information in inspections from 2009/10.

**Recommendation 8**

Forces should focus effort on 'high potential' areas for improved productivity, such as demand management (where QUEST has highlighted areas for improvement), procurement and flexible working. HMIC will be looking for evidence of using best practice in inspections from 2009/10.

**Recommendation 9**

Chief constables should ensure that they are taking an entrepreneurial approach to policing, not just in ethical income generation through private sector sponsorship and business enterprise, but also through encouraging finance directors to create and exploit 'business opportunities'.

**Recommendation 10**

Building on recommendation 5 of the Interim Report, the NPIA should also begin building standard processes for use across forces. They should address the issue of double entry of information and be used as a precursor to the use of standard IT systems and mobile devices across all forces. This work should include the creation of minimum standards for forces in areas such as GIS mapping and AVLS corporate performance information. Forces should explore the benefits of software systems and using partners' data to identify priority areas.

**Recommendation 11**

The Home Office should include in its forthcoming Green Paper consultation on the establishment of service-wide consistency of the implementation of standard systems and processes. The Green Paper should also specifically consult on the issue of whether the Home Office should mandate regional collaboration on issues such as procuring IT systems, Air Support, Fleet, Uniform etc.

**Recommendation 12**

The NPIA should produce an interim evaluation report from the workforce modernisation pilot sites by autumn 2008 so that the service is not denied valuable learning pending the final report.

**Recommendation 13**

The Home Office should set out its strategy for workforce reform in the forthcoming Green Paper, and the NPIA should facilitate the development of a ten-year workforce plan for the service. Both of these pieces of work should emphasise the importance of matching skills and aptitudes to roles and tasks.

**Recommendation 14**

The NPIA should conduct a review of the Integrated Competency Framework on behalf of the tripartite partners to ensure that it is a useful and accessible tool for police managers and staff.

**Recommendation 15**

The NPIA should provide guidance and assistance to police staff and officers to allow them to progress their careers within the Police Service through better management of their professional development.

**Recommendation 16**

Chief constables should conduct a review of their forces' working practices within Neighbourhood Policing to ensure flexible working options exist. HMIC will, as part of its inspection process, consider what progress has been made in this area from 2009/10.

**Recommendation 17**

Detailed modelling of the impact of workforce reform on local, regional and national resilience should be incorporated into the ten-year workforce plan to be co-ordinated by the NPIA.

**Recommendation 18**

The NPIA should work with forces on a post-implementation review of the SOLAP workplace assessment and accreditation process, which the Greater Manchester Constabulary has offered to lead.

**Recommendation 19**

All existing doctrine, which includes regulations, codes of practice, operational policing manuals and practical advice on best practice in the Police Service, should be reviewed and consolidated so the total impact can be assessed and overlaps in individual documents removed by the end of 2008. This process should be led by ACPO, with support from the NPIA, on behalf of the service. The NPIA should play an ongoing role in considering all proposals to enhance doctrine. Their focus should be on the combined impact of changes to the service and the development of a protocol of 'review and replace' rather than continually adding to existing doctrine.

**Recommendation 20**

The Government's recently established Risk and Regulation Advisory Council should examine the role of risk within the Police Service, and begin a national debate on risk aversion and culture change at a central government level. Ministers, senior police leaders and stakeholders from the wider judicial system all need to engage in and take forward this debate. ACPO and the other tripartite members should facilitate regional events on risk in the Police Service to engage staff and officers from all ranks in the debate on managing risk, and enhancing professional discretion and accountability. These events should include a practical discussion on existing processes in the police where little or no discretion exists. The NPIA should take forward and 'mainstream' the outcome of these events as a 'golden thread' in the way it designs training, education and doctrine for the police service.

**Recommendation 21**

To achieve the dual goal of public trust and confidence in crime statistics by ensuring all incidents and crimes are recorded and proportionately responded to, I recommend that:

- a) a new streamlined recording process is trialled from the beginning of 2008, for a four-month period. This new process will ensure that crimes are subject to proportionate recording, with a suitable minimum standard for all crimes and more comprehensive recording for serious crimes;
- b) a structured project is undertaken to address the lack of proportionate response in the service and to create a community focused performance regime for local crime;
- c) these proposals are implemented initially by Staffordshire, Leicestershire, West Midlands and Surrey forces who have volunteered in this regard; and
- d) the NPIA undertake a focused evaluation of these pilot sites.

Over this trial period, service-wide data collected centrally may not be comparable. Any NCRS/NSIR audit and inspection regime must acknowledge the nature of the pilots and the potential wider benefits of more proportionate crime recording. The Home Office should use its forthcoming Green Paper as an opportunity for public debate and consultation on proposals to amend the Notifiable Offences List, and complete a comprehensive review of it by the end of 2008.

**Recommendation 22**

I support the roll out of the Simple Speedy Summary Justice Initiative, and recommend that the Streamlined Process, Virtual Courts and Integrated Prosecution teams be implemented nationally by 2012, taking into account lessons learned from each pilot and the local business case for implementation.

- a) The Crown Prosecution Service and ACPO should jointly work towards a single case file system within the framework of the Integrated Prosecution Teams.
- b) The Home Office, OCJR and Attorney General should work together to ensure that targets and performance indicators for the Police and Crown Prosecution Service are brought into alignment and set against the core objective of convicting the guilty. This should be achieved through the next Spending Review process.
- c) I welcome the news that the NPIA is putting better working between the police and the criminal justice system at the centre of its plans and that OCJR will continue with their comprehensive and radical review of the criminal justice processes. Further opportunities to achieve the Government's new PSA target to 'increase the efficiency and effectiveness of the criminal justice system' should include consideration by these bodies of:
  - (1) the proportionality of current disclosure rules;
  - (2) simplifying current guidance on charging powers for the police; and
  - (3) the extension of police charging powers to all cases heard at the magistrates' court, and to additional offences subject to trial, either at the magistrates' court or the Crown Court.

**Recommendation 23**

The Home Office should urgently initiate a review of the RIPA Codes of Practice. Once initiated I see no reason why with determination and commitment from the interested parties involved such a review could not be conducted over a three-month period.

**Recommendation 24**

The current comprehensive form for stop and account should be removed and replaced with the following measures:

- a) Any officer who asks an individual to account for themselves should provide that individual with a 'receipt' of the encounter in the form of a business card or similar, and use Airwave to record the encounter, including the ethnicity of the person subject to the encounter to enable disproportionality monitoring.
- b) Supervisory officers should 'dip sample' these recordings. These proposals should be piloted in the West Midlands and evaluated by the end of summer 2008.

**Recommendation 25**

The Home Office and CLG should consider how best to support improved community safety partnership working in two-tier areas, in particular encouraging greater collaboration between local partnerships to enhance their capacity to deliver key community safety services. As the new Local Area Agreements are rolled out, the Home Office and CLG should also consider how best to support the delivery of tailored neighbourhood community safety outcomes.

**Recommendation 26**

The Home Office, CLG and WAG should put in place proper governance and programme support arrangements to deliver the Action Plan which will promote the closer integration of Neighbourhood Policing with a neighbourhood management approach. These arrangements should be in place by autumn 2008.

**Recommendation 27**

In order to promote improved partnership working and the closer integration of Neighbourhood Policing within a neighbourhood management approach, the relevant local government and policing agencies (NPIA, IDeA, LGA, Welsh LGA and Regional Improvement and Efficiency Partnerships (RIEPs)) should develop a national leadership and training resource through a joint excellence programme. These bodies should explore whether the RIEPs can provide funding for the programme. This national resource will build local partners' capacity to deliver shared community safety outcomes through joint training and development for both leaders and practitioners.

**Recommendation 28**

Recognising that the Single Non-Emergency Number programme has acted as a catalyst for improved partnership working, the Home Office and CLG should ensure that learning from the programme is shared with all community safety partners and identify how to encourage and incentivise the mainstreaming of this approach into local operations. This process should be completed by August 2008.

**Recommendation 29**

Chief constables and senior community safety partners should ensure that effective leadership, tasking and direction of neighbourhood resources are vested in the most appropriate individual, irrespective of the organisation for which the individual works.

**Recommendation 30**

The NPIA should, by April 2008, have agreed a funded programme for the next three years to continue to support forces to embed Neighbourhood Policing.

**Recommendation 31**

ACPO, the APA and the NPIA should develop a broad set of principles for minimising abstraction from Neighbourhood Policing teams by April 2008. These should be adopted by all forces no later than June 2008.

**Recommendation 32**

The APA, with the support of the NPIA, should develop guidance for police authorities on how they can promote and sustain Neighbourhood Policing. This guidance should be completed by July 2008. HMIC, the Audit Commission and the Wales Audit Office should assess, as part of police authority inspection, how well police authorities contribute to embedding and sustaining Neighbourhood Policing and its outcomes.

**Recommendation 33**

CLG's Cohesion Delivery Framework (to be published in summer 2008) should provide support and guidance to local partners on the key role Neighbourhood Policing teams play in improving cohesion, and on how that role can be developed further locally.

## Appendix C

### MEMBERSHIP OF THE REDUCING BUREAUCRACY PRACTITIONERS GROUP

| Name               | Rank/Role  | Force/Organisation   |
|--------------------|--|--|
| Jan Berry          | Reducing Bureaucracy Advocate                                    |  |
| Ruth Atkins        | Sergeant   | Surrey Police  |
| Darren Barrett     | Detective Sergeant   | Hampshire Constabulary   |
| Mike Britton       | Sergeant   | Norfolk Constabulary   |
| Suzy Burton        | Police Reform Unit   | Home Office (Observer)   |
| Steve Cummins      | Police Reform Unit   | Home Office (Observer)   |
| Andy Doyle         | Sergeant   | Merseyside Police  |
| Paul Dunn          | Sergeant   | Metropolitan Police  |
| Roger Flint        | Chief Superintendent<br>Derbyshire Constabulary                  | Police Superintendents'<br>Association of England<br>and Wales |
| Robert France      | Detective Constable  | Thames Valley Police   |
| Emma Griffiths     | Inspector  | Staffordshire Police   |
| Kevin Huish        | Sergeants' Representative  | Police Federation of<br>England and Wales                      |
| Andy Johnson       | Police Productivity Unit   | Home Office (Observer)   |
| Colin Jones        | Superintendent   | Gwent Police   |
| Tony Martin        | PCSO   | Cambridgeshire<br>Constabulary                                 |
| Glenn Mernagh      | Police Constable   | West Midlands Police   |
| Stuart Newsham     | Police Constable   | Avon & Somerset<br>Constabulary                                |
| Caryl Nobbs        | Chairperson of UNISON<br>Police Staff Service Group<br>Executive | UNISON (Northumbria<br>Police)                                 |
| Samantha Parkerson | Detective Sergeant   | Northamptonshire Police  |
| Sean Pearce        | Police Constable   | Gloucestershire<br>Constabulary                                |

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| <b>Name</b>        | <b>Rank/Role</b>           | <b>Force/Organisation</b>              |
|--------------------|----------------------------|--|
| Simon Reed         | Vice Chairman              | Police Federation of England and Wales |
| Andrew Short       | Sergeant                   | North Yorkshire Police                 |
| Andrew Smith       | Sergeant                   | Lancashire Constabulary                |
| Christine Sullivan | Inspector                  | Metropolitan Police                    |
| Chris Walsh        | Sergeant                   | West Mercia Constabulary               |
| Adrian Walter      | Chief Superintendent       | National Policing Improvement Agency   |
| Lindsay Wilson     | Police Productivity Unit   | Consultant to Jan Berry                |
| Joanne Wright      | Staff Officer to Jan Berry | National Policing Improvement Agency   |

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## Appendix D

### NOTES OF FIRST REDUCING BUREAUCRACY PRACTITIONERS GROUP MEETING

#### REDUCING BUREAUCRACY PRACTITIONERS GROUP NOTE OF FIRST MEETING 1–2 DECEMBER 2008

##### *Introduction*

The Reducing Bureaucracy Practitioners Group, chaired by Jan Berry, met for the first time on 1–2 December in Staffordshire. The purpose of this introductory meeting was for Jan Berry, the new Reducing Bureaucracy Advocate, to introduce the Group and to explain the role it will play in supporting her role. Vernon Coaker, Minister of State at the Home Office, also attended; he welcomed the Group and placed it in the wider context of the Government's police reform agenda.

##### *Composition of group/links to stakeholders*

A list of attendees is included at Appendix C. The Group is intended to be geographically and functionally representative of front-line police officers and staff. Jan explained the membership will be continually reviewed and recognised an immediate need to identify police back-office staff and possibly an analyst to join the Group. The Group recognised the need to link in with key stakeholders and other relevant groups and networks. Jan reported she would act as a bridge between the group and the Home Office and other Departments.

##### *Mission statement*

A draft mission statement for the Group was considered:

'To remove unnecessary bureaucracy from systems and processes, empower officers to apply common sense principles and rebuild trust and confidence in policing.'

##### *Current initiatives*

Members of the group spoke of their personal experience of bureaucracy reduction initiatives, including:

- Streamline Process – Staffordshire
- Reduced Crime Reports – Staffordshire
- MG Compiler 2 – Staffordshire
- Webplayer, Webcalm – Staffordshire
- Digital recording of interviews – Lancashire

- Electronic file building – West Midlands
- Gateway IT project – West Midlands
- Personnel management system for recording staff leave and absences – Gloucestershire
- PFI initiative for back-office admin across agencies – Avon and Somerset

***Part I: Issues, obstacles, hurdles***

- Leadership – too many masters with competing agendas (internal and external), with tendency to empire build to improve CV. Concerns re CPS values and conflicting performance measures.
- Performance incentives: discussion focused on what motivates officers and staff; agreement this was not just about bonuses, particular concern about perceived link between Senior Officer bonus and local performance indicator.
- Conflicting and confusing messages – lack of understanding/appreciation results in poor buy-in from front-line staff.
- 'Precious' about own products/processes, perceived need to demonstrate local solutions which can lack objectivity, inconsistent take-up of opportunities to share effectively.
- Statistics and Data Collection – necessary? how used? Requirement needs to support proportionately the demand, needs to be linked to use to which it is put rationalised, need for feedback loop to build understanding for requirement.
- Technology – needs to support service delivery, not other way around. Greater attention to end user needs and requirements, compatibility. Recognised need for timely training and time delays caused by poor specifications. Needs senior leadership to own and drive effective implementation.
- Restorative Justice/Alternative Resolutions – effective in appropriate circumstances; diverting people away from CJS, need for careful promotion, not soft option but could be viewed as such.
- Customer service, need to get it right first time although public expectation can be unrealistic at times due to 24/7 availability.
- The 'one size fits all' mentality and need to comply with set rules and forms prevents officers using common sense solutions, tailored to the problem at hand. Group recognised benefit of a framework capable of being adapted to meet the needs of the circumstances.

- National Standards: Misunderstood and poorly interpreted at times. Business areas considered where there should be greater consistency across forces and areas where greater flexibility was appropriate (see identifying processes).
- Crime recording: Need for brevity, accuracy, integrity, fair accounting rules.
- Risk Aversion – links with lack of experience. Consideration of the impact on processes of individual interpretation and possibly misinterpretation.
- Importance of public relations (particularly on stop and account): avoiding upsetting the wrong people at the wrong time.
- The importance of mindset change and doing things differently: the use of QUEST type principles to objectively assess, identify and remove waste from the system.
- Training; availability, timing.
- Email Discipline; unnecessary circulation of information – connected to risk aversion.
- Organisational Structure: The dynamics associated with the increased number of specialist departments can act as a barrier to joint working and information sharing.
- Value of Friday night courts.
- RIPA: Group were aware that changes to RIPA were pending court decision.

### ***Part II: Key processes***

The following cross-cutting themes and processes were identified by the Group as areas where there is scope for doing business differently:

#### **Eight cross-cutting themes:**

- 1) Interaction with the rest of CJS
- 2) Partnerships
- 3) People (HR)
- 4) Performance culture and data collection
- 5) Assessment of risk
- 6) Training
- 7) Use of technology
- 8) Use of force

**Ten processes identified:**

- 1) Accident reporting
- 2) Call handling – the range in quality of the information collected
- 3) Case building and file management
- 4) Crime and incident recording
- 5) Custody
- 6) Domestic violence risk assessment
- 7) Missing persons
- 8) National Intelligence Model
- 9) Performance and Development Reviews for front-line officers and staff
- 10) Taser

***Action planning and next steps***

- Group to establish working links with existing bureaucracy leads in their respective police forces.
- Jan Berry/Home Office to identify which of the 10 processes have existing national forums and to ask them for a progress report and consider how the Group can link in to these.
- Jan Berry/Home Office to review group membership, including consideration of back-office membership and scope for involving a performance analyst.
- Home Office to set up new Bureaucracy website by the end of December.
- Home Office to set up a virtual network to enable Group members to disseminate information to share good practice.
- Group to complete 'Members Template' and submit to Home Office.
- Group to meet again in January 2009.

Stephen Cummins  
Police Reform Unit  
2 December 2008

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