



Policing Green Paper Consultation response form

Completed consultation response forms should be sent no later than Friday 10th October 2008 to the following address:

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By post:

Policing Green Paper Consultation Responses
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Empowering Citizens

Chapter 1:

Improving the connection between the public and the police

1. How can we best ensure that neighbourhood policing teams can hear from as many people locally as possible in shaping their plans?

The Neighbourhood Policing Programme has been rolled out across England and Wales, giving every community access to a dedicated local team. The Neighbourhood Policing Team's role is to engage with their community so that the police can understand the community's priorities and tackle them. (Free response)

Durham Police Authority fully supports the APA response. We also believe that Authorities and Forces would benefit from Joint Community Engagement Strategies and Action Plans (as is the case for Durham Police Authority and Durham Constabulary) to maximise resources and make their community engagement processes more effective. A corporate toolkit could be developed and tailored by neighbourhood teams to ensure efficiencies, consistency and standards across localities.

For Durham Police Authority, there is a strong desire from our Members to link into the new Area Action Partnerships being introduced as part of the Durham Unitary Authority arrangements for 1 April 2009. These new arrangements will drive community involvement and ownership of local issues. Our proposal outlined in Appendix 1 for enhanced policing accountability will build upon the proposed partnership structures, supporting the rollout of Neighbourhood Management across the 14 areas.

Aligned to our proposal, we are also actively working with our Chief Constable and key strategic partners through the Durham and Darlington CDRPs to embed Neighbourhood Management across County Durham and Darlington.

2. What is the most effective means of encouraging customer service in the police?

The police service's customers are the general law-abiding public. However, people are also more individually customers of the police service – for example as victims, witnesses, or citizens. This experience of the police service shapes perceptions and feelings of safety and confidence. (Free response)

Durham Police Authority fully supports the APA response. We also believe that aligned to 'Place Shaping', a public sector wide approach to embedding effective customer service would promote the appetite for change and future multi-agency working opportunities. This could be achieved through a National Learning and Skills Programme that cuts across all sectors. For example, Neighbourhood Teams consisting of Police Officers, Local Authority Staff, Fire and Rescue Officers etc would together be trained in customer relations, project management, business process improvement, community engagement etc. This would provide a necessary step change towards future joint commissioning.

There would be merit in the introduction of a National Capacity Building Fund similar to what was introduced in April 2003 by the then Office of the Deputy Prime Minister where £100,000,000 was committed to fund the Capacity Building Programme in Local Authorities. This approach could be rolled out nationally as an enabler to Place Shaping.

3. Given the core role of PCSOs – which is one of high visibility patrol, community engagement and problem solving - do PCSOs have the right powers to enable them to do their job?

The current powers available to a PCSO can be found on page 18 of the main document. (Free response)

Durham Police Authority fully supports the APA view. We also believe that Chief Constables should be required to discuss the allocation of discretionary powers with the Police Authority as there may be financial implications for Police Authorities if the levels of responsibility for PCSOs are increased.

4. How can we ensure that police authorities and local authorities everywhere cooperate in tackling local people's priorities – including ensuring that the local pledge is delivered everywhere?

The police are not solely responsible for crime and disorder reduction; it is important that they work alongside their partners such as the police authority, fire and rescue services, the local council and health trusts. It is important that they cooperate in order to make communities safe. (Free response)

Durham Police Authority supports the APA proposed local policing pledge alternative to the national pledge. The essence of the APA version is more aligned to the devolution agenda, addressing local priorities, the need for local control and determination of resources aligned to locally defined priorities and targets, and providing Authorities, Forces and their Partners with the ability to manage local expectations.

Our proposal outlined in Appendix 1 builds upon Durham Unitary Authority plans for public facing Area Action Partnerships and would strengthen the links and relationships between Police Authorities, Local Authorities and other key partners. Each Area Action Partnership would play a key role in overseeing performance against the locally defined priorities on behalf of the Policing Board. The Policing Board would monitor and hold to account the Chief Constable for performance against the Force-wide targets within the Pledge. Further service improvements, efficiencies and economies of scale would be delivered through the proposed Community Safety Partnership Board which crosses over Local Authority boundaries.

5. What is the right balance between local council representation and independent members?

Under these proposals police authorities will have a majority of directly elected members, complemented by representation from local councils and independent members. (Free response)

Durham Police Authority fully supports the APA views on the Green Paper's proposals for Police Authorities. On behalf of both the APA and APACE (Association of Police Authority Chief Executives) Durham Police Authority has played an instrumental role in leading the review of options for policing accountability. This was achieved by working with colleagues to complete a full Options Appraisal addressing the strengths, weaknesses, opportunities and threats of the various accountability models. These included:

- **Status Quo – Police Authorities in their present form**

- Elected Community and Policing Representatives,
- Elected Police Commissioners,
- Representative Directly Elected Police Authorities
- Assembly Model
- Municipal Policing
- The Durham Police Board Model - Enhancements to Police Authorities via community partnership representation.

The work undertaken was very much an extension to the work of Sir Ronnie Flanagan in his review of Policing and served to provide key decision makers with an informed view about the business case for change and the various delivery options. The Options Appraisal took into account key assessment criteria such as cost and affordability, strategic fit (against existing and emerging policy), impact on communities and partnerships, delivery of Protective Services (including Counter-Terrorism) and other cross border crime and finally overall achievability.

The Members of Durham Police Authority have considered these options through a systematic and democratic approach. After considerable discussion, Members support the Durham proposal as outlined in Appendix 1 as an enhancement to Police Authorities in their present form. Members felt that the Durham Model was more in tune with realising the outcomes that the Green Paper sets out to achieve. We would like the Government to consider our proposal and would welcome the opportunity to further develop this approach with colleagues in the Home Office, APA and ACPO as a pilot and/or as part of a wider Foundation Status bid. This could be developed as a part of previous work undertaken by Durham Constabulary in 2006.

In conclusion, Durham Police Authority would wish to have recorded its strong opposition to the introduction of directly elected Crime and Policing Representatives and the potential inherent dangers which may lie with the adoption of such an initiative.

6. To what extent might police authorities be able to allocate part of their budgets by participatory budgeting?

Participatory budgeting is when ordinary citizens are able to decide how to allocate elements of a budget. (Free response)

Durham Police Authority fully supports the APA response. Participatory budgeting is welcomed by Durham Police Authority but a balanced funding formula is required to enable partners to contribute to the fund on a proportional basis.

The effectiveness of participatory budgeting should be measured through both Police Authority inspection and Comprehensive Area Assessment.

Clarity is required on whether devolving funds to Participatory Budgeting mechanisms would impact on frontline funding.

Durham would welcome the opportunity to participate in a pilot exercise to develop and evaluate participatory budgeting potentially in conjunction with a Restorative Justice initiative and possibly with the development of Community Courts. This would further support our thinking around community involvement and Neighbourhood Management.

7. What other community safety budgets do you think might be suitable to be allocated in this way? *(Free response)*

Durham Police Authority supports the APA response that Community Safety Funds should replace BCU Funding and should be paid directly to Police Authorities with the requirement that the funding is used to support community safety activity, supported with guidance in relation to grant allocation, participatory budgeting etc.

8. Do you consider the creation of the Communities Safety Fund to be the best way to use the money that currently makes up the BCU fund?

The BCU Fund is currently used at Basic Command Unit level to help deliver crime and disorder reduction locally and promote partnership working. The Community Safety Fund will be available to Crime and Policing Representatives to allow them to address locally identified priorities. (Free response)

Yes, if managed and administrated effectively with the benefits from funding allocations being clearly defined from the outset and the benefits for communities being monitored. The management of this fund should rest with the Police Authority in conjunction with the elected Councillors and in Durham's case, the proposed Police Board.

9. How might the Councillor Calls for Action be best used to complement the broader changes to local accountability arrangements for policing?

Councillor Calls for Action is a new power enabling local people to raise issues of concern on local Government and Crime and Disorder matters. The Councillor Calls for Action would allow councillors to raise local concerns with the relevant member of the local CDRP. In extreme cases it would allow the local councillor to refer a concern to the relevant overview and scrutiny committee for further action. (Free response)

Durham Police Authority fully supports the APA response. We would also advocate a requirement that Local Authority portfolio holders for Community Safety and/or significant members of a Council's Cabinet/ or equivalent be appointed to the Police Authority and that this person would then act as the principal conduit for Communities' and Councils' representations to the Police Authority.

It seems sensible that the CDRP(s) should be locally accountable (amongst other methods) for their role in tackling crime and disorder and anti-social behaviour issues over a wide plain. Whilst the Police Authority has a key role in holding the Chief Constable to account for the performance of the Force in relation to crime and disorder and anti-social behaviour, this does not extend to other CDRP partners (although overview and scrutiny will have a role in relation to any relevant LAA targets). The call for action process would facilitate this opportunity and should be supported.

Professionalising and freeing up the police

Chapter 2:

Reducing bureaucracy and developing technology

1. How can we best involve frontline officers and staff in designing more effective and less bureaucratic processes?

We ask a lot of the police and so it is critical that they are able to focus on meeting those priorities in the most efficient way possible. We believe that frontline officers and are best placed to identify what is effective and what is not. We propose that we create bureaucracy champion who will convene a frontline practitioners group to test proposals of the police service, Government and CJS for impact on the frontline. (Free response)

Durham Police Authority fully supports the APA response. We would also advocate the need to mainstream project and programme management skills into policing as a part of the overall change management approach to implementing Police reform. As senior users, staff would naturally form a key part of the governance structure for implementing transformational change, playing a key role in defining business requirements, benefits, and user requirements and for quality testing new services before they go live. Such an approach would deliver real measurable benefits such as productive time savings, cashable efficiencies and improvements in service to the public and partner agencies.

The introduction of the role of Bureaucracy Champion is welcomed. Durham Police Authority would like to see regular quarterly reports coming from the Bureaucracy Champion, detailing good practice, and demonstrating where views from frontline staff have been sought and acted upon. The Bureaucracy Champion should be supported through a network of peers that will enable shared learning and agreement on best practice.

When streamlining business processes within Police Forces, there is a need to be cognisant of other forms of paperwork which impact on officer time, e.g. through the Criminal Justice System.

2. How can we ensure that new forms of bureaucracy do not replace those that we are committed to reducing? *(Free response)*

Durham Police Authority fully supports the APA response. We believe that there is an underlying need to ensure that business cases are robust through being jointly developed, corporately understood and that links and interdependencies to other key initiatives are identified and closely managed. At Durham Police Authority, the implementation of business cases for Force projects and programmes of key financial or strategic value are monitored through a strong scrutiny function to ensure that financial and non financial benefits are being delivered.

The discussions between the Bureaucracy Champion and frontline officers are absolutely vital and should feed into business planning / business case development to ensure that new initiatives are appropriate.

There is also a need to undertake robust mapping to identify those forms of data which are collected because of an historical imperative, in order to identify and

eliminate data collection which is not useful.

3. How best, together, can we tackle the risk aversion that Sir Ronnie Flanagan identified?
In his Report, Sir Ronnie Flanagan identified a number of areas that together had helped to create the bureaucracy that now surrounds the police. Sir Ronnie identified that the majority of these reasons stemmed from risk aversion. (Free response)

Durham Police Authority fully supports the APA response. We believe that a culture of risk management needs to be mainstreamed into policing at every level. Again this relates to answers for Q1 and Q2. Risk management as an integral part of project and programme management should be a standard training requirement enabling all police officers and staff as well as Police Authority Members and staff to be able to identify and mitigate key strategic, tactical and operational risks to help them to move forward with the delivery of key outputs and outcomes that deliver internal and external benefits.

Chapter 3: Defining roles and leadership in the police service

The NPIA will consult on how we can ensure that constables gain a wide professional understanding of their force's work through their initial training and deployment, and their subsequent development, balancing this requirement practically with the need to provide constables with the specialist skills to enable them to deliver professionally in the complex environment of 21st Century policing. The NPIA will also consult on how best to ensure that all new Police Constables are trained in providing the best possible quality of service to the public.

- 1) How can we best change the operation of Senior Appointments Panel to make it more proactive in succession planning and appointments, with greater strategic input into leadership development?

Currently the Senior Appointments Panel spends most of its time discussing individual chief officer applications to posts as they arise. We are proposing that in future, the SAP spends relatively more time on the strategy for the management of the overall pool of top police talent. (Free response)

Whilst Durham Authority welcomes the APA general position on Chapter 3, we also believe that there is a need for an amendment to the Police Act 1996 to require Chief Constables to have regard to policy decisions of the Police Authority. In addition, the accountability and PDR process for Chief Constables should be embedded into the business of the Police Authority.

The role of SAP in succession planning is welcomed but this should not dilute the scope for Police Authorities to choose the right candidates for their chief officer teams – in this context an advisory role for SAP would be welcomed.

SAP will need to have local input combined with the national overview to ensure a holistic approach to the needs of Forces in terms of succession planning.

With regards to succession planning at the local level, if not already in place, their needs to be a strategic element built into HR processes to ensure that the needs of an organisation and its staff are identified at an early stage. This would then provide a clear list of organisational needs for the future, and individuals who would be suitable to backfill posts.

The picture in terms of training/identifying talent is confusing, with SAP, the NPIA, Forces/Authorities, the proposed new policing college, and the HMIC to an extent, all having some input into the future of an individual/ organisation. There is a need to clearly define roles and responsibilities to ensure there is no duplication, and provide clarity for all stakeholders. Clearly a separate independent piece of work needs to be commissioned to address this confusion to clearly define role, function, purpose and delivery.

- 2) How should a scrutiny gateway for the renewal of fixed term appointments work? *(Free response)*

Durham Police Authority fully supports the APA position and has nothing further to add.

- 3) What is needed to recognise that it can be right for chief officers to leave a force before the expiration of their contract because that is best way forward for the individual or for the organisation?

Sometimes it can be right for an individual to leave before the end of their fixed term appointment not necessarily due to poor performance but because it is best for the individual or organisation. (Free response)

Durham Police Authority fully supports the APA position and has nothing further to add.

- 4) How can we establish better succession mechanisms, including in poor performing forces?

Currently candidates apply for chief officer roles as and when they are advertised and there is little/no succession planning. (Free response)

Whilst Durham supports the APA's general position, awareness of the range of succession mechanisms across the public sector is required to enable good practice to be appraised and implemented accordingly. This should be taken forward through the NPIA Leadership Strategy forming part of plans to address:

- **Whole-scale change in the strategic view of the skills required for policing today;**
- **An introduction in particular of business skills in the curriculum;**
- **A move to career management in the sector;**
- **A refreshed focus on graduate and postgraduate education in policing;**
- **A broadening of the policing education system to include the learning from and with other sectors;**
- **Rigorous assessment of the impact of learning and development interventions on the quality of policing;**
- **A philosophy of continuous professional development.**

- 5) The government would also appreciate views on the proposed approach to Regulation 11's provisions on serving in another force as chief officer before becoming a chief constable.

Legislation demands that a chief officer must have served at least 2 years at chief officer rank in another force if they wish to become a chief constable. Regulation 11 allows for this to be waived in exceptional circumstances. (Free response)

Again, we support the APA's position. Whilst we understand that there can be exceptions made, we feel the 'two year rule' for chief officers could be seen as potentially discriminatory, particularly for individuals who do not work in an area where there are many different Forces to choose from. Those individuals are likely to have to uproot their families and move to other parts of the country to achieve their ambitions. In addition, it may not necessarily be in the best interests of a Police Force to invest in a chief officer's development, only to lose them to another area. Equally an officer who has experience of an area may be better able to 'hit the ground running' in terms of local knowledge.

Chapter 4: Focusing on development and deployment

1. The Government would be grateful for initial views on its outline three-year equality, diversity and human rights strategy for the police service.

We are proposing to set minimum equality standards for policing, support and work with statutory staff associations and diversity staff support groups and to explore the possibility of widening the interpretation of the Genuine Occupational Requirement to increase representation of under represented groups in the police service and higher ranks of the organisation. (Free response)

Like the APA, Durham Police Authority supports the production of an Equality, Diversity and Human Rights Strategy - we feel this provides an opportunity for a stock-take of support mechanisms that currently exist to enable identification of gaps.

In general, we feel well co-ordinated mentoring systems are necessary to ensuring that talent is identified and developed, starting with a buddy system in the first two years in post and moving towards a formal coaching programme once individuals reach senior levels. The system should fit seamlessly into talent spotting and succession planning.

It is important that localities have the flexibility to set targets that reflect local demographics – a one size fits all approach does not and will not work.

2. The Government would be grateful for views on what impact (positive, negative or none) will the Green Paper proposals have on communities, police officers and staff from diverse backgrounds. This will inform further development of the Equality Impact Assessment for the Green Paper. *(Free response)*

In addition to the APA response, we foresee two key impacts:

Positive impact

- **The Strategy will highlight the values and commitment to equality and diversity. If Forces and Authorities mainstream this into all they do (rather than use it as a tick box exercise) – this will be reassuring to all concerned**

Negative impact

- **Singling people out for whatever reason can be seen as negative – there is a need to ensure that all members of staff are aware of the need for a Force that is fully representative of the community it serves, otherwise it will be seen as failing.**

We would like it to be recognised that every effort is made to achieve equality and diversity across the piece but even with positive action and direction it is sometimes difficult to achieve.

Strategic role for Government

Chapter 5:

Co-ordinating change in policing

1. Are our proposals for strengthening the National Policing Board and encouraging collective action on the small number of issues that demand national attention right?

The National Policing Board is made up of representatives from NPIA, ACPO, APA, SOCA, HMIC and the Home Office. The NPB is the main forum for discussions on policing, allowing structured discussions on key strategic issues, and providing governance to joint work conducted at lower levels. In order for its support to be well-targeted, a new approach to decision-making is needed based on an agreed set of principles. We propose that these principles form the 'rules for engagement' which help determine when it is right for decisions to be taken nationally, encouraged regionally, or devolved locally. (Free response)

Durham Police Authority fully supports the APA response. We support the proposal for the NPB to be strengthened and to encourage collective action on national priorities such as terrorism, as this reflects the move from the Home Office towards a more strategic role in policing, although this needs more clarification. However, we would reinforce the need for clearer relationships between the NPB and other key national bodies to ensure clarity, consistency and appropriate representation on the development of national policy.

2. Using the principles we have outlined, what issues should be decided at the national, regional and local level, and who should have responsibility for taking those decisions?

*The principles outlined in the Green Paper are the importance of whether **operational benefit** and **cost-effectiveness** are maximised at that level. The decision-making level should be **proportionate** to the scale to the problem, and enable **risk** to be managed effectively. Those responsible for a decision should have the right **skills and resources** to deliver and to innovate, and should be **accountable** for their decisions. There should also have sufficient **resilience and flexibility** to meet changing demands and to ensure a **consistent** and high-quality approach is in place. (Free response)*

Durham Police Authority fully supports the APA position and has nothing further to add.

3. In what areas of policing should we give greater freedoms to frontline practitioners to enable them to deliver on local priorities and on seriousness in the most effective and efficient way? (Free response)

Police forces are currently piloting a scheme which allows officers discretion over making arrests rather than focusing on achieving set targets.

Durham Police Authority fully supports the APA position and has nothing further to add.

Chapter 6: Reinforcing collaboration between forces

1. What more can be done to build upon present policing arrangements to improve the security of our borders?

Currently there three main policing functions at ports, who work alongside the UKBA; Special Branch is responsible for national security and counter terrorism matters, Protective Security provide policing to secure the port infrastructure and General Policing deal with crime and disorder. (Free response)

Durham Police Authority fully supports the APA response. Furthermore, we believe that more focus should be given to cross sector collaboration. This should be supported through best practice case studies that clearly identify the benefits and risks from joint working and could be used to shape the business cases for future joint commissioning.

The role of Police Authorities should be strengthened through supporting guidance around their duty to ensure collaboration. Police Authorities need to be better informed of 'real' risks by forces to enable more informed decision making.

We are uncertain about the option for a separate border policing arrangement which could potentially be carried out within existing resources or by way of regional arrangements.

2. If a border policing agency were created, how far should links with local forces and local accountability be preserved?

Any border policing agency independent of local forces would require a police authority-like structure to scrutinise its activities. We have proposed that locally elected Crime and Policing Representatives should make up a significant proportion of a police authority. (Free response)

Again Durham Police Authority supports the APA position that a Police Authority body would be required for a UK Border Force, and in the first instance we would point to parallels for the British Transport Police, Civil Nuclear Police and the former Service Authorities of the National Criminal Intelligence Service (NCIS) and National Crime Squad (NCS). In the absence of a business case outlining the scope and delivery options for the Border Policing Agency, it is difficult to form a view about the make-up of the governance arrangements.

3. What are the operational benefits and risks of creating a national police border force as proposed by ACPO?

ACPO propose creating a separate national police border force in England and Wales that would focus on all aspects of security and law enforcement at the borders, under its own chief constable. (Free response)

Again, in the absence of a business case for the proposed Border Policing Agency it is difficult to form an opinion. An options appraisal is needed that outlines the various delivery models e.g. centralised or federated through regional police forces etc, alongside the various costs, benefits, risks and dependencies associated with each option.

4. Are there any variations to ACPO's national policing model that could offer greater operational benefits than those currently being delivered under the present arrangements? *(Free response)*

Please see answers for Q2 and Q3 above.

5. What would be the main costs?

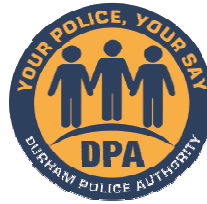
Proposals for changing present structures would need to be both affordable and cost effective. (Free response)

Please see answers for Q2 and Q3 above.

6. Will structural reform be required?

The scope and timing of changes to police structures may be dependant upon new legislation. Some would require constitutional changes to the police service, others just changes to working practices. (Free response)

Any legislative requirements would evolve out of the options appraisal process that would form part of the business case for Border Policing.



FROM THE NEIGHBOURHOOD TO THE NATIONAL: POLICING OUR COMMUNITIES TOGETHER

An alternative approach to directly
elected Crime & Policing
Representatives:
The Durham Police Board Model



Introduction

This proposal has been developed as part of Durham Police Authority's formal response to the Green Paper on Policing. It is based on iterative rounds of internal consultation with the Members of Durham Police Authority and externally other stakeholders including the APA Board have been consulted. The proposal supports and addresses the views being put forward by the APA and the LGA on policing accountability. It provides a more viable alternative to the proposals outlined in Chapter 1 of the Green Paper on directly elected Community and Policing Representatives (CPRs), which based on the Home Office set-up cost is estimated to be £20,000,000. Clearly we feel that this will be cost prohibitive in the current financial climate. Our proposal more closely aligns to the delivery of **all** of the outcomes that the Green Paper sets out to achieve:

- Devolvement from Central Government
- Localism and Community Empowerment
- Answerability and Accountability
- Service transformation through Neighbourhood Management.

Unlike in larger Police Authorities where the introduction of CPRs will increase the size of Police Authorities, this will not be the case in Durham. Like other sub-regions, Durham is currently going through a period of transformational change with the transition from two-tier to unitary government, witnessing a reduction of CDRPs from seven to one.

Based upon the proposals set out in the Green Paper, this will mean that the member capacity of Durham Police Authority will be reduced by over 50%. This move will translate to significant knowledge and expertise loss for the Police Authority and will place further demands on already stretched resources. The consequences for Durham also go against the grain of Sir Ronnie Flanagan's recommendation for the need to increase the capacity and capability of Police Authorities. Furthermore, we believe that the introduction of two or three CPRs onto Durham Police Authority is not far reaching enough to be able to achieve the 'bigger picture' community outcomes and Place Shaping requirements.

The proposal from Durham serves to mitigate this risk of knowledge and expertise loss, will improve capacity and will address critical partnership governance issues. It also builds upon the intrinsic qualities of Police Authorities to ensure political balance and equality and diversity. It proposes some basic principles that could be adopted across all Police Authorities without being prescriptive about size. The model is more focused on the delivery of local priorities and community outcomes.

The Durham Police Board Model – Basic Principles:

1. Name change from Police Authority to Policing Board to promote kudos and consistency with other changes in governance across public sector.
2. The Policing Board will have a majority that is elected which will serve to build upon the existing role and influence of local elected councillors.

3. The number of independent members to remain has one less to the elected dimension.
4. The Member Portfolio Holders for Community Safety from each respective Local Authority (Top Tier) should automatically take a place on the Policing Board as part of the elected element.
5. Membership also includes representation from key local community partnerships or an aggregation of these.
6. A directly elected element to the Policing Board could be introduced in time **but this should be left with localities to decide**. Standalone elections should be avoided at all cost removing the burden on the public purse. A directly elected element could be achieved through the single vote system. Two examples are presented below:
 - a) The electorate would vote for their Local Authority and Policing Board Community Safety Representative as part of the Local Elections process.
 - b) The proposal from Durham Police Authority is that localities could potentially vote for the Chairs / Community Champions of the 14 new Local Area Action Partnerships which form part of the plans for the new Unitary Authority. These partnerships will provide the delivery arm for Neighbourhood Management across County Durham. Durham's proposal would require the collective Community Champions of the Local Area Action Partnerships to make a nomination(s) onto the Policing Board. This would not only deliver another element of local representation on the Policing Board, but will mitigate the risks from extremist views, political unbalance and any negative effects on equality and diversity.
7. To assist the process of holding the Chief Constable to account, the Policing Board will also have regard for the role of the Local Authority Overview and Scrutiny Committee to provide programme assurance and objective views around the status of partnership delivery plans.

The Durham Police Board Model Versus Directly Elected Community and Policing Representatives

Outlined in the table is an extract from the Policing Accountability Options Appraisal that compares the strengths, weaknesses, opportunities and threats inherent in the Green Paper proposals for CPRs with those in the Durham Policing Board proposal. We would ask the Government to consider this assessment in taking forward any plans for alterations to their model or better still to consider a more viable alternative such as the Durham Police Board which builds upon current Police Authority arrangements and is more in tune with the delivery of Neighbourhood Management:

Criteria for appraisal	SWOT	Green Paper Community & Policing Representatives	The Durham Police Board
<p>Cost/Affordability</p> <p>Accommodation, staffing, transition costs, continuing extra costs, other new costs e.g. election/campaigns/member expenses etc, any future efficiencies from changes</p>	Strengths	<ul style="list-style-type: none"> ■ Strengthened Police Authority role in resource management across partnership settings. ■ Improved negotiation powers for Police Authority. ■ Strategic assessments and delivery plans become more aligned releasing efficiencies and improvements in services. ■ Ownership of the new Community Safety Fund. 	<ul style="list-style-type: none"> ■ Strengthened Police Authority role in resource management across partnership settings. ■ Improved negotiation powers for Police Authority. ■ Strategic assessments and delivery plans become more aligned releasing efficiencies and improvements in services across Local Authority boundaries. ■ No election costs ■ More united understanding of council tax responsibility ■ Greater scope for top down and bottom up opportunities for pooling resources and joint commissioning. ■ Balance between democratic needs and skills. ■ Low set-up costs. ■ Public sector centric with no threats from market volatility ■ Increased confidence and trust e.g. Non domestic rates payers will feel better represented and achieving best value for money. ■ Addresses coterminous issues for Police Authorities and Forces imposed by Local Authority boundaries.
	Weaknesses	<ul style="list-style-type: none"> ■ Home Office estimates that the cost of introducing this model will equate to £20,000,000 in the first year. ■ On-going costs and demands on the public purse. ■ No standard size Police Authority. ■ Nationally, significant increases to Police Authority budgets to cover member allowances, expenses etc as the size of Police Authorities generally increases. ■ Financial resources from operational policing would be diverted to cover the costs. Would this engender public confidence? ■ Increased revenue budgets to support increasing member numbers. ■ Potential duplication of work of Police Authority and Local Authority staff. ■ LSPs are not statutory bodies despite the Local Area Agreement. Governance issues between LSPs and CDRPS remain outstanding. 	<ul style="list-style-type: none"> ■ Political and organisational buy-in crossing over Local Authority boundaries. ■ No standard size Police Authority. ■ Because of the need to draw from a wider audience there may be initial conflict in pooling budgets because of conflicting priorities.
	Opportunities	<ul style="list-style-type: none"> ■ Stronger Police Authority influence e.g. on local authorities to invest in greater numbers of PCSOs. ■ Greater alignment of budgets and spending priorities in a CDRP context. ■ Independent Members could become CPRs negating the need for elections and providing political balance. ■ Police Authorities to be directly accountable for the new Community Safety Fund. 	<ul style="list-style-type: none"> ■ Greater dimensional thinking at the most strategic level i.e. equates to the benefits of Local Criminal Justice Boards. ■ Provides a step change towards one single budget and joint commissioning. ■ More business / entrepreneurial approach supported by a diverse skills base. ■ Compliments Comprehensive Area Assessment arrangements. ■ More potential for sharing best practice and reaping the savings. ■ Greater potential for shared services and co-location. ■ Greater potential for delivering efficiencies from cross boarder working.
	Threats	<ul style="list-style-type: none"> ■ Discrimination claims as a result of CPR elected extremists. ■ Highly reliant on local Council Tax payers to support the necessary costs. ■ The fundamental challenge associated with low public turn-out for voting remains an outstanding issue. ■ Potential impacts on the ownership of the Community Safety Agenda by all partners. ■ Reluctance of partners to join in collaboration if Police Authority is perceived as unbalanced and/or extremist. ■ Negative impacts on Police precept setting as a result of reducing elected Councillor representation on the Police Authority. 	<ul style="list-style-type: none"> ■ Potential for disregarding exchequer demands (safeguards required).

Criteria for appraisal	SWOT	Green Paper Community & Policing Representatives	The Durham Police Board
<p>Strategic Fit Tripartite purpose (political balance etc), existing & emerging legislation & policy, delivery of existing statutory duties.</p>	Strengths	<ul style="list-style-type: none"> ■ Strengthens the role of Police Authorities on CDRPs. ■ Introduces an element of local community representation onto Police Authorities. ■ Greater potential for aligning partner plans and priorities with Police Authorities in the driving seat. ■ Wider distribution of skills and expertise from within the Police Authority. ■ Leads to greater devolvement ■ Promotes the role of Police Authorities and the perception of being more in-touch with local communities. 	<ul style="list-style-type: none"> ■ Strengthens the role of Police Authorities with key partners. ■ Introduces an element of local community representation onto Police Authorities in a balanced way. ■ Removes the risk of politicising policing, addressing local needs whilst maintaining political balance. ■ Local AND Strategic needs are addressed ■ Builds upon existing and emerging local structures e.g. compliments emerging Unitary Council arrangements for supporting Neighbourhood Management. ■ Greater potential for shared services and co-location and for streamlining governance arrangements, administration, financial management, service delivery etc. ■ Mitigates from Local Authority domination. ■ Provides a common setting for identifying priorities. ■ Greater alignment to government thinking through putting into place the right governance structures to ensure the delivery of community outcomes. ■ Will have greater impact on regional decision making. ■ Greater capacity to manage and administer the Community Safety Fund and align this to participatory budgeting activities. ■ Engender greater public confidence in policing and the wider public sector.
	Weaknesses	<ul style="list-style-type: none"> ■ Risk of politicising policing ■ Local versus Strategic e.g. too heavily focused on level 1 crime with a disregard for counter terrorism and other national policing priorities. ■ Impacts negatively on partnership delivery programmes, trust and dynamics e.g. through removing the powers for CDRPs to elect their own chair. ■ Police Authority staffing capacity to support CPRs in their role of CDRP Chairs. ■ Leads to dual hat role playing and conflicts in decision making - balancing local CDRP business with Force-wide Police Authority business. ■ The Police Authority doesn't know what skill sets / gaps it is going to inherit. ■ No provisions for CDRPs to operate as corporate entities. ■ No legislative provisions for CPR role on CDRPs may render them as ineffective. 	<ul style="list-style-type: none"> ■ Conceptual ■ Political and Organisational buy-in. ■ Police Authority Staffing capacity to support Members in the wider partnership arena.
	Opportunities	<ul style="list-style-type: none"> ■ Empowerment opportunities for Community Champions ■ The existing Independent Membership could execute the CPR function without the need for an election. ■ More influence and profiling at the local level for the Police Authority. ■ Improved knowledge sharing and communications with partner agencies. 	<ul style="list-style-type: none"> ■ Empowerment opportunities for Community Champions ■ Local and Force-wide needs are addressed. ■ Opportunities to commission local projects through divisional command and neighbourhood managers. ■ More influence and profiling at the local level for the Police Authority. ■ Improved knowledge sharing and communications with partner agencies. ■ Inbuilt equality and diversity requirements in selection process. ■ More effective delivery of resources and services particularly around level 2 and 3 crime.
	Threats	<ul style="list-style-type: none"> ■ The increased focus at district level may impede police action on issues that require the co-ordination across a force (or several forces). ■ Political groups having the finances to promote candidates through high profile campaigns – could render independent campaigns as ineffective ■ CPR with extremist views is elected. ■ High risk that CDRP Chairs get too involved in operational policing. ■ Confusion around CDRP accountability – Police Authority or Local Authority? ■ Subject to conflicts of interest. ■ CPR experience of operating at strategic level meetings. 	<ul style="list-style-type: none"> ■ Stand Alone Inspection Frameworks. ■ Failure of Government to devolve powers. ■ Conflicts in leadership styles. ■ Balancing strategic and operational demands.

Criteria for appraisal	SWOT	Green Paper Community & Policing Representatives	The Durham Police Board
<p>Community Impact</p> <p>Localism, accountability, engagement, empowerment, satisfaction, confidence, representation, stability (given other parallel changes e.g. Local Government Review), balancing democratic deficit, equality and diversity.</p>	Strengths	<ul style="list-style-type: none"> ■ CPR is a point of contact for the public re: community safety issues. ■ Increases the awareness of Police Authorities. ■ Improves Police Authorities local area knowledge base. ■ Potential for building up stronger local links with residents and businesses. ■ Improved communications through two-way local and force-wide information sharing. ■ Conduit for addressing 'fear of crime' issues. ■ Could increase public confidence in policing. 	<ul style="list-style-type: none"> ■ The model drills right down to neighbourhoods through alignment to Area Action Partnerships. ■ The Durham Police Board would become a point of contact for the public for both policing and community safety issues. ■ Application of good practice and lessons learnt would be more readily applied through this structure ■ Equality and Diversity would remain an intrinsic part of the structure. ■ Improved communications through two-way local and force-wide information sharing. ■ Enhances the role of Local Elected Councillors ■ Conduit for addressing 'fear of crime' issues. ■ Could increase public confidence in policing and the wider public sector.
	Weaknesses	<ul style="list-style-type: none"> ■ CPR role confuses the public further as conflicts with elected Councillors and CLG'S policy on Councillor Call for Action. ■ Accessibility of CDRPS to members of the public and links to Neighbourhoods? ■ Low public interest and turn-out for elections. ■ Subject to extremism which will destroy social cohesion. 	<ul style="list-style-type: none"> ■ Does not include a directly elected element onto Police Authorities. But do the public want this and the associated costs?
	Opportunities	<ul style="list-style-type: none"> ■ CPRs provide a public face to both CDRPs and Police Authorities. ■ Police Authority would be in a better position to streamline community engagement activities through the CDRP and release efficiencies back into front line policing. ■ Improved consultation / feedback mechanisms with local communities. ■ Community Champions to play a more formal and influential role in community safety matters. ■ Platform for promoting Participatory Budgeting. 	<ul style="list-style-type: none"> ■ To establish a community charitable trust that will fund crime oblique nuisance issues at a neighbourhood level. This will enhance community cohesion and encourage understanding and remove local tensions. ■ Improved relationships with local communities. ■ Vehicle for promoting and managing Participatory Budgeting.
	Threats	<ul style="list-style-type: none"> ■ Risk of putting into place an unbalanced Police Authority. ■ Impacts to social cohesion from extreme views. ■ Localities within a CDRP area each wanting a CPR for their neighbourhood. ■ Managing local stakeholder expectations. ■ Policing is Politicised 	<ul style="list-style-type: none"> ■ Highly reliant on Local Authority plans for Area Action Partnerships. ■ Managing local stakeholder expectations. ■ Reluctance of Government to pilot this model.
<p>Partnership Impact</p> <p>Profile, relationship management, taking ownership, balance, regional partnerships.</p>	Strengths	<ul style="list-style-type: none"> ■ Police Authorities can systematically begin to execute a stronger 'responsible authority' role. 	<ul style="list-style-type: none"> ■ Greater partnership cohesion ■ Effective governance and plan delivery through being joined up at the highest level. ■ Greater potential for regional delivery of cross cutting priorities. ■ Accessible to both business and voluntary sectors. ■ Enhanced accountability for the delivery of community outcomes. ■ Elimination of silo thought and practice.
	Weaknesses	<ul style="list-style-type: none"> ■ Currently many CDRP Chairs are Force or LA Chief Officers with the necessary knowledge and skills to act at the strategic level. Replacing these with elected CPRs that fail to demonstrate the competencies outlined in the Home Office's Delivering Community Safety: A guide to effective partnership working' could damage the good work taking place off the ground and causing significant confidence loss with partners. ■ Introducing an elected Chair to CDRPs will not empower them to deliver results. Supporting legislation / remit is required. 	<ul style="list-style-type: none"> ■ Perceived loss of status by some. ■ Perceived as additional burden of responsibility by some already stretched partner stakeholders. ■ Greater potential for professional envy and dissipation of envy. ■ Subject to politics versus business needs.

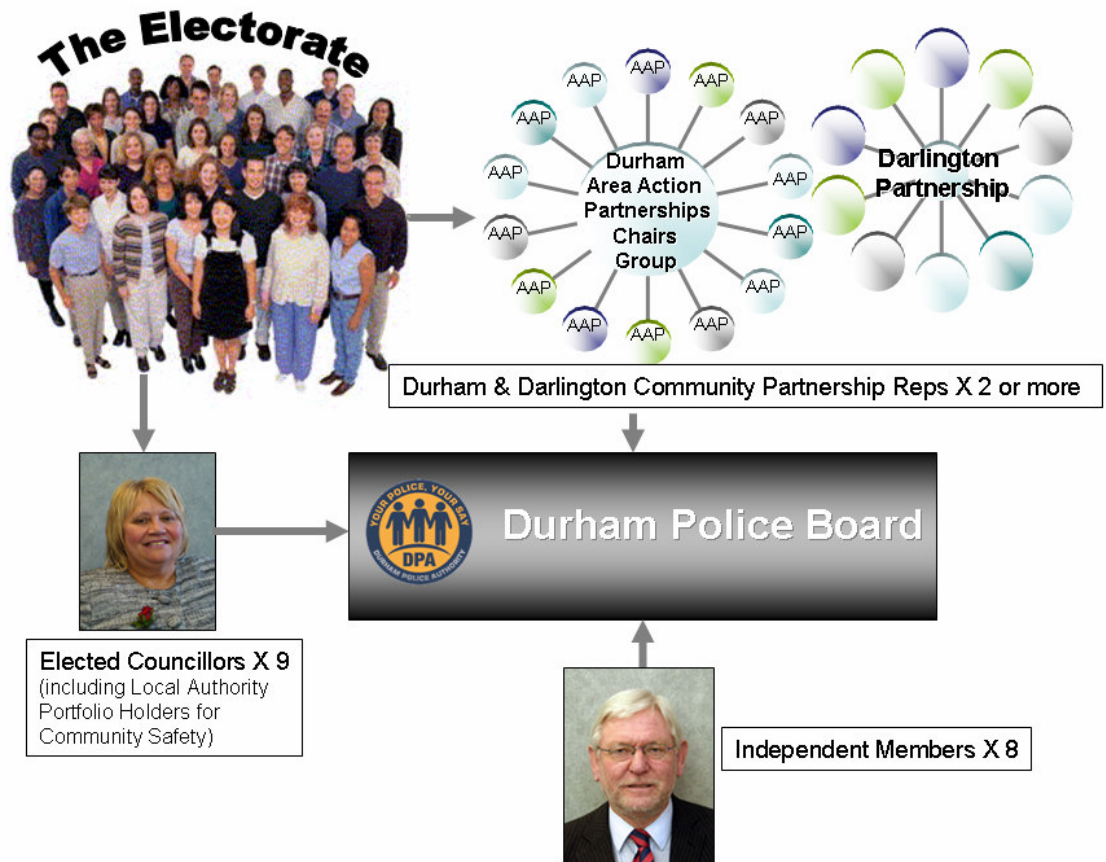
Criteria for appraisal	SWOT	Green Paper Community & Policing Representatives	The Durham Police Board
	Opportunities	<ul style="list-style-type: none"> ■ The criteria for CDRP Chairs should be carefully considered to address social cohesion, partnership working requirements, impacts of dual hat roles, politicisation of policing etc. ■ The Government should make LSPs statutory bodies to address key governance gaps. Should LSP Chairs be directly elected? ■ Clear distinction is required between the Local Authority and the Police Authority regards CDRP accountability and administrative support. ■ A standard should be introduced to measure the effectiveness of CDRP Chairs. 	<ul style="list-style-type: none"> ■ Provides for the opportunity to review the effectiveness and contribution of all partners. ■ Streamlining business processes ■ Joint delivery of services ■ Professional development of members and staff – cross-cutting skills are agreed through a joint training programme. ■ Top down and bottom up holistic governance model serving to breakdown operational silos. ■ Upstream versus Downstream Strategy – for example would open the door for youth apprenticeships and multi agency cadet schemes.
	Threats	<ul style="list-style-type: none"> ■ Accountability - Who is the elected CDRP Chair accountable too, the Police Authority Chair or the Local Authority Leader? ■ Police Authorities run the risk of holding Partners to account through the CPR which should be the role of Council Overview and Scrutiny Committees. ■ The strategic business of Police Authorities could become unclear and less focused. ■ Demands placed on CDRP Chairs to balance CDRP and Police Authority priorities and to manage important stakeholder relationships. ■ Too much emphasis on structures rather than solutions and funding becomes even more stretched. 	<ul style="list-style-type: none"> ■ Could be perceived as building another layer of bureaucracy upon CDRPs and LSPs.
Level 2 Crime Counter Terrorism and other Protective Services, cross border working.	Strengths	<ul style="list-style-type: none"> ■ CPR could champion the PREVENT strategy in the CDRP setting. 	<ul style="list-style-type: none"> ■ Retains the knowledge base on protective services and counter terrorism. ■ Improved resource management and delivery of the PREVENT agenda. ■ Continued maintenance of community reporting mechanisms and innovation of new ones. ■ Facilitate information management and data sharing needs. ■ Will provide the governance to feed into regional approaches to level 2 & 3. ■ Connects with Neighbourhood intelligence.
	Weaknesses	<ul style="list-style-type: none"> ■ Lack of knowledge and exposure to Counter Terrorism and other Protective Services issues. ■ Vetting arrangements for all new CPRs / CDRP Chairs and the potential impacts on delivery plans. 	<ul style="list-style-type: none"> ■ Vetting of all partners. ■ Various levels of understanding and appreciation across the partnership.
	Opportunities	<ul style="list-style-type: none"> ■ Neighbourhood intelligence. 	<ul style="list-style-type: none"> ■ Joint risk assessments ■ No longer perceived as a policing issue. ■ Combined understanding of CT issues at the highest level. ■ Processes in place to support regular knowledge transfer and to deliver against an agreed partnership plan of activity. ■ Cohesive approach to joining up information systems.
	Threats	<ul style="list-style-type: none"> ■ Vetting clearance. ■ Integrity threat ■ Impacts on regional structures and delivery plans ■ Ability to balance level 1 and level 2 issues without compromising partners trust. 	<ul style="list-style-type: none"> ■ Vetting clearance ■ Security of data sharing ■ Disparate back office systems
Ease of Implementation business continuity, knowledge and skills loss/gain, recruitment and	Strengths	<ul style="list-style-type: none"> ■ Less radical than other options and will ultimately strengthen the role of Police Authorities on CDRPs. 	<ul style="list-style-type: none"> ■ Minimal disruption to current regime ■ Minimal set up costs. ■ Builds on existing structures. ■ High impact, low cost.

Criteria for appraisal	SWOT	Green Paper Community & Policing Representatives	The Durham Police Board
	Weaknesses	<ul style="list-style-type: none"> High risk, high cost. Knowledge and expertise loss of existing members Limited Police Authority capacity to support the transition and changes. 	<ul style="list-style-type: none"> Unproven concept The model may not suit every Police Authority.
	Opportunities	<ul style="list-style-type: none"> As a new initiative, the government should pilot the approach before rolling it out nationally. 	<ul style="list-style-type: none"> The size of the board could vary to take into account local circumstances. As a new initiative, the government could support Durham to pilot the model as a part of a wider bid for Foundation Status.
	Threats	<ul style="list-style-type: none"> Appetite of CDRP Partners to support the changes 	<ul style="list-style-type: none"> Buy-in from partners Political resentment around the involvement and status of business partners and entrepreneurial thinking.
Achievability Success factors and how they will be measured? Long term resourcing, perceptions, devolution from central government, streamlining and simplifying, overall improvements to policing, political impact.	Strengths	<ul style="list-style-type: none"> Success will be measured at the ballot box (public turn out dependent) Provides a form of Ownership for Comprehensive Area Assessment 	<ul style="list-style-type: none"> Readily achievable. Step change towards one single budget. Compliments and enhancing existing proven structures. Stronger community emphasis. Aligns to emerging legislation Embraces Transformational Government. Removes pressure from the public purse via joining up systems and services. Will safeguard against the politicising of policing.
	Weaknesses	<ul style="list-style-type: none"> Model is fundamental flawed as it does not address gaps between CDRPs, LSPs and Local Area Agreement processes. The general public knowledge of CDRPs is limited. Too focused on structures rather than ensuring the delivery of outcomes. 	<ul style="list-style-type: none"> Too dependent on partner 'good will'. Central government departments need to converge their own thinking before this model can be achieved i.e. remove standalone inspection regimes.
	Opportunities	<ul style="list-style-type: none"> Electing a chair of a CDRP would require putting the partnership structure itself on a different statutory footing. The CPR as CDRP Chair would require some statutory function in terms of direction of partners or a requirement to report to him/her on specific issues. 	<ul style="list-style-type: none"> Would enhance local and regional joint working opportunities. Aligns to current moves towards Unitary Council status. May require legislative provisions for it to work if partner good will fails.
	Threats	<ul style="list-style-type: none"> Potentially lead to the politicisation of policing. Equality and Diversity is no longer an intrinsic value of the Police Authority. 	<ul style="list-style-type: none"> Buy-in to change from all partners. Balancing operational and strategic needs. Central Government will is a prerequisite.

The Durham Police Board Model in Practice

As a step change approach towards realising enhanced accountability and transformation through partnership working, the proposed implementation of the Durham Model will take place in two key phases. These are outlined in graphical form:

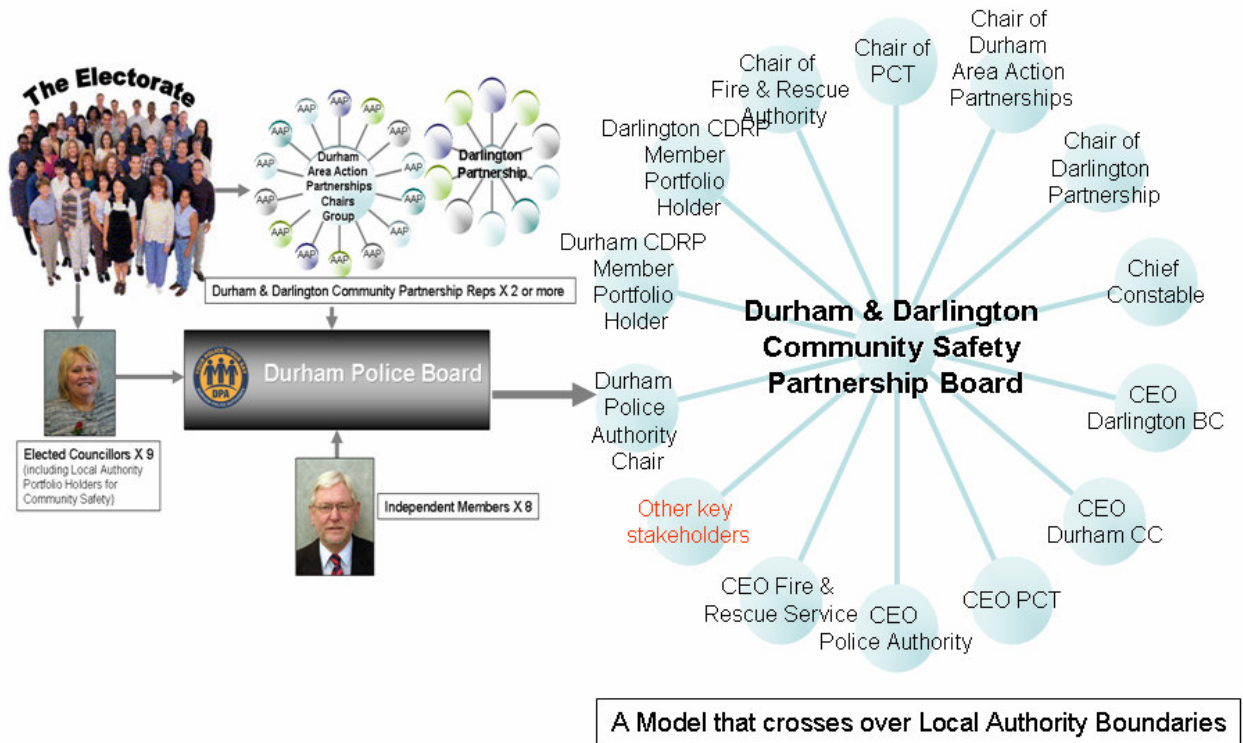
PHASE 1 – Configuration of the Durham Police Board



Phase 1 serves to:

- Build upon existing and already working Police Authorities structures through:
 - Ensuring political balance
 - Maintaining the focus on equality and diversity
 - Introducing a stronger element of local representation through increasing the membership to include Community Partnership Chairs.
 - Strengthening the role of Elected Councillors and input from Local Authorities (e.g. role of Overview and Scrutiny Committees)
- Facilitate the transition from Neighbourhood Policing to Neighbourhood Management.
- Reinforce ownership and monitoring of the Policing Pledge (APA Version) at the Local Level.
- Facilitate data sharing requirements at Neighbourhood Level.
- Jointly develop approaches to deliver strategic communications to improve confidence in neighbourhoods.
- Provide an effective structure and system to rollout participatory budgeting which Durham would be particularly interested in addressing in conjunction with Restorative Justice and Community Courts.

PHASE 2 – Configuration of the Durham and Darlington Community Safety Partnership Board



Phase 2 serves to:

- Address to bridge the gaps in CDRPs and LSPs as well as cross over Local Authority boundaries to:
 - Ensure accountability and ownership at the very highest level
 - Drive performance
 - Consolidate and standardise where there is a clear business case to deliver further economies of scale.
- Promote public confidence and trust
- Assist in driving forward the CONTEST / PREVENT strands.
- Provide a forum for addressing other cross-border community safety issues.

Conclusion

Durham Police Authority is committed to ensuring that it represents the views of the communities that it serves and this is reflected in the Authority's vision and strategic priorities:

“To be the effective voice of our communities in securing delivery of the highest quality policing.”

To deliver our vision we will:

- Exercise strong and effective leadership in partnership working.
- Engage positively with our citizens and communities to build confidence in local policing.
- Promote equality, tolerance and respect for human rights.
- Scrutinise and challenge police performance and procedures to secure continuous improvement.
- Ensure effective use of resources.

We would welcome the opportunity to develop the proposal outlined in this document as a pilot project working alongside our local partners, the Government, the APA, ACPO and other key stakeholders.

Respondent information

How did you find out about the consultation?

- | | |
|-----------------------------|---|
| a) from the Home Office | X |
| b) on line | |
| c) Through our organisation | X |
| d) through friends | |
| e) through an event | |
| f) through the media | |
| g) other (please specify) | |

How are you replying to us?

- | | |
|---------------------------|---|
| a) by e-mail | X |
| b) by post | X |
| c) at an event | |
| d) other (please specify) | |

Please indicate the region of the UK you are from, or the organisation that you represent is based:

- | | |
|---------------------|---|
| a) England | X |
| b) Scotland | |
| c) Wales | |
| d) Northern Ireland | |

Are you a: (please tick all that apply)

- | | |
|---|---|
| a) member of the general public | |
| b) member of the police force | |
| c) member of a police body (e.g. police authority / ACPO / APA) | X |
| d) local government | |
| e) central government | |
| f) other (please specify) | |