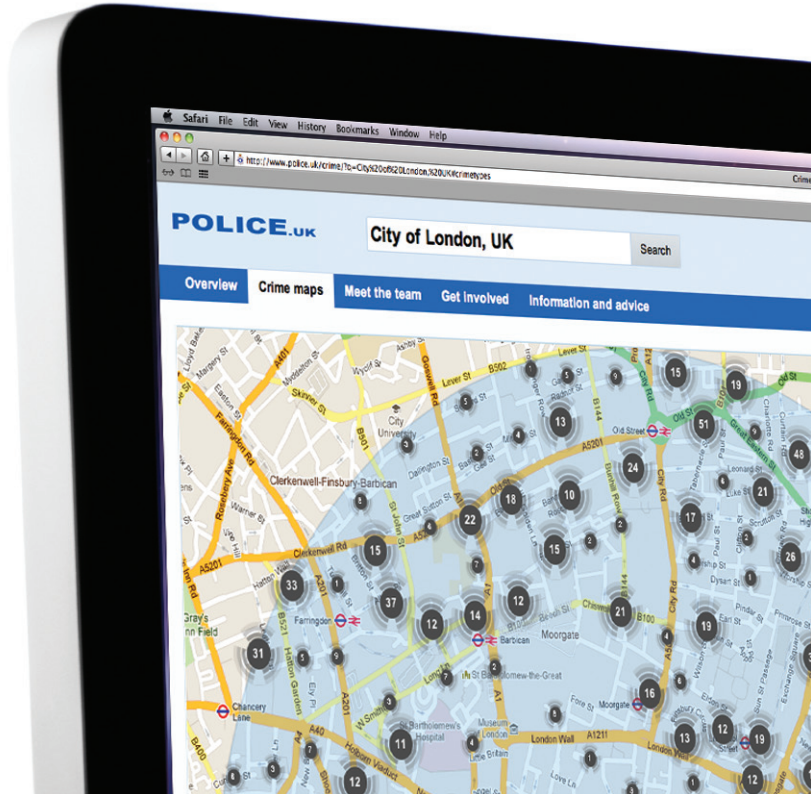


Policing in 2020



A summary of discussions
on the future of policing

Policy Exchange in collaboration
with PA Consulting Group



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This publication was a collaboration with PA Consulting Group



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About the Authors

This publication is the result of a collaboration between Policy Exchange and PA Consulting Group:

- Policy Exchange is an independent think tank whose mission is to develop and promote new policy ideas which will foster a free society based on strong communities, personal freedom, limited government, national self-confidence and an enterprise culture. Registered charity no: 1096300. Policy Exchange is committed to an evidence-based approach to policy development. We work in partnership with academics and other experts and commission major studies involving thorough empirical research of alternative policy outcomes. We believe that the policy experience of other countries offers important lessons for government in the UK. We also believe that government has much to learn from business and the voluntary sector.

Edward Boyd is a Research Fellow in Policy Exchange's Crime & Justice Unit. Prior to joining Policy Exchange, Edward co-founded 'The Employment Solution' – a social business designed to foster greater employment opportunities for prisoners. He has worked for the National Policing Improvement Agency (NPIA) as a Strategy Advisor and the London School of Economics as a summer school teacher on bargaining & negotiation. He co-authored the Policy Exchange report *Inside Job – Creating a Market for Real Work in Prison* (June 2011) and is writing a report on *Managing police performance in a changing world* with the Executive Session for Policing and Public Safety at Harvard University. Edward read an MSc in Management and Economics at the London School of Economics. **Blair Gibbs** joined Policy

Exchange in June 2010 as the Head of Crime and Justice policy. He is a regular commentator on current policing and criminal justice topics, appearing on TV and radio and writing numerous articles for the national print media. Prior to joining Policy Exchange he worked (2007-10) as Chief of Staff and senior policy advisor to the Policing Minister, Rt Hon Nick Herbert MP, and as a director of the TaxPayers' Alliance.

- PA Consulting Group (PA) is an employee-owned, UK-based company that, over 60 years, has built up a reputation as one of the leading public sector consulting firms. Our policing capability spans strategy development and organisational design through to delivery of efficiency savings, new ways of working, performance improvement and sourcing and implementation of new IT systems. PA Consulting Group's police team works with forces across England and Wales and internationally to improve policing.

Principal contributor to this report was **Bernard Rix**, a senior member of the team who has conducted over fifty police-related assignments in a consulting career spanning more than twenty years. His published work includes *Factors affecting the motivation of constables and sergeants* (Home Office, 1990) and *Five key questions on Policing in the 21st Century* (Police Professional, September 2010). Other contributions were provided by **Neil Amos**, who leads PA's policing team, and **Richard Bailey**.

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- Serving police officers and staff
- Officials of policing representative bodies
- Home Office officials
- Government advisors
- Academics
- Private sector representatives
- Home affairs media

We also thank officers on the High Potential Development Scheme who expressed their views through an online survey, and to the National Policing Improvement Agency (NPIA) for facilitating that consultation. Thanks finally go to Gavin Lockhart for his comments on early drafts, and to James Kanagasooriam and Rory Geoghegan for formatting the survey results. The material in this paper has been based on our conversations with interviewees. However, the comments expressed here are those of the authors, and should not be taken as necessarily the views of individual interviewees.

Methodology

In producing this paper, we held discussions with a cross-section of those with an interest in policing, from both inside and outside the service. We have identified what we, and those we have interviewed, consider to be the big questions that need to be answered. One element involved a survey of those officers (94 respondents) currently on the police High Potential Development Scheme (HPDS) – that is, the likely police leaders of tomorrow.

Introduction

In spring 2011, Policy Exchange and PA Consulting Group began a joint project to scope out the issues that will confront policing in England and Wales in ten years' time. Policy Exchange had already begun planning a *Policing 2020* research project, and the collaboration with PA Consulting Group was designed as a forerunner to that.

This paper is intended as reportage, not analysis. The concluding questions are designed to provoke a debate on the likely challenges and opportunities for the police leaders of 2020 and beyond. Our aim has been to identify themes and list some key questions that need to be asked now. Policy Exchange plan to produce a further, more detailed paper, later in 2012, which will seek to answer some of the questions raised here, and will present a future vision for policing.

We have structured this report of the discussions around three themes:

- **Mission.** What are the police for?
- **Responsibility.** What will the police do?
- **Delivery & Governance.** How will policing be delivered and overseen?

Within each of these sections, we summarise the views of those interviewed and highlight some of the key questions that merit further debate and analysis. Before focusing on these three elements of policing, we set the scene by summarising the rapidly evolving police landscape of today.

1. The Evolving Policing Landscape

Policing in England and Wales is facing significant, wide-ranging changes on a scale not seen for decades. The government's plans for "Policing in the 21st Century" set out major changes to police governance, structure, pay and conditions, and more. At the time of writing, debate continues over the provisions of the Police Reform and Social Responsibility Bill, with plans for new elected Police and Crime Commissioners in May 2012, and institutional changes at the national level, including the phasing out of the National Policing Improvement Agency (NPIA), the creation of a new National Crime Agency, and a new police-owned IT company.

After a year of the Coalition government, it is clear that these reforms reflect a desire by the Home Office to encourage a 'power shift' in policing (and more widely across the public sector) with power moving away from central government and towards the public and communities. There is an ambition to: catalyse social action without direct state involvement ('Big Society'); devolve responsibility and strengthen accountability and incentives; build confidence with increased data transparency, and reduce bureaucracy and give experienced frontline practitioners more discretion.

Currently, attention of the police sector is – perhaps understandably – largely focused on financial matters. Home Office funding is being reduced in order to cut the budget deficit, and policing is feeling the impact, not least over the next two years. These reforms are set against a backdrop of significant spending reductions that will require forces to make radical changes to how they deliver

policing to their communities. Some forces will manage these budget reductions better than others.

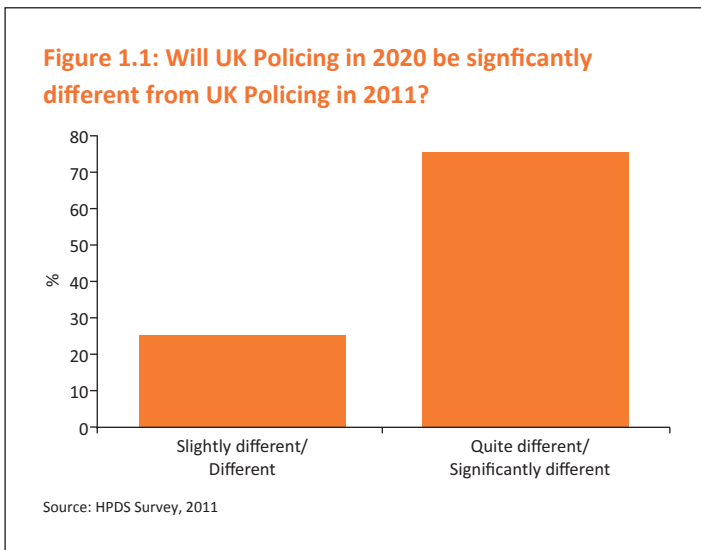
The substantial change in policing comes at a time when policing challenges remain considerable. The terrorist threat is ever-present; serious organised crime is growing, as are demands around protest and in policing upcoming national events like the 2012 London Olympics; whilst technology continues to present ever-growing policing demands, both nationally and within individual neighbourhoods. The riots and public disorder this summer are also likely to lead to continuing questions as to future policing approaches.

With such challenges being faced right now, looking forward to policing in 2020 may seem an indulgence or a mere academic exercise. But the reality is that decisions and changes made now will have far-reaching consequences, especially in relation to spending – and so identifying the kind of policing required in the future can help inform these decisions.

2020 is not that far away, and social and technological change is accelerating. In policing alone, the change over the last decade has been sizeable. Ten years ago, there were no Police Community Support Officers (PCSOs), no national intelligence database, and police use of Automatic Number Plate Recognition (ANPR) was in its infancy. Five years ago, there was no NPfA. So future-gazing carries risks – few, for example, could have foreseen Serious Organised Crime Agency's short life. But it is likely that in 2020, some of the challenges faced by policing will be the same as today; others may be cyclical and driven by changes in the economic cycle; and some may be new or of a significantly different scale to today that represent fundamentally new challenges for policing.

Policing is a product of the society in which it operates, and the changing face of Britain in the next decade will affect the policing environment, potentially creating new pressures (and relieving others) as the economy and technology evolve. What most of our respondents could agree upon was that, by 2020, policing is likely

to be significantly different to today. 75% of the HPDS felt that UK Policing in 2020 would be quite different or significantly different from UK Policing in 2011.



2. The Police Mission

What are the police for? Many groups – including the Police Federation of England and Wales – favour a close study of this fundamental question, via a new Royal Commission on the Police. With that arrangement looking unlikely, there is a clear need to debate the question of mission itself. There are very few places in the world where there is a single set of objectives that clearly define policing and the UK is no exception. The UK police mission has been guided primarily by the principles set out by Sir Robert Peel in 1829 at the foundation of the Metropolitan Police, the updated objectives for the police service set in the 1962 Royal Commission and the subsequent 1964 Police Act and the more recent Association of Chief Police Officers' (ACPO) Statement of Common Purpose and Values (1990).

“The biggest threat to policing legitimacy is any perceived loss of impartiality”

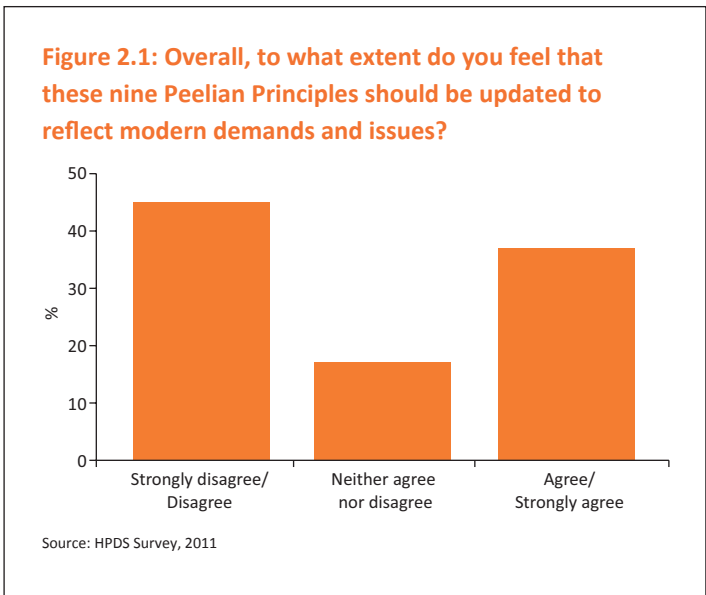
Summary of Views

- Most officers observed that the police had never had a formal ‘mission’ or statement of what they should do, but instead simply sought to “keep the peace, enforce the law, protect property and investigate crimes”.
- There were mixed views from respondents on the need for a precise policing mission. Some outsiders supported an explicit, well-publicised mission statement. On the whole, senior officers were not inclined to feel like there was a particular need for a formal mission statement, whilst those outside of the service and those likely to be the future leaders of the police service (those on the HPDS) were more supportive of an explicit, well-publicised mission statement.

1 The Home Secretary, Sir Robert Peel, generally recognised as the father of policing, has had a number of policing principles attributed to him. While the nine principles were not penned directly by Peel, they were surmised from some of the many speeches he made by police historians in the twentieth century. Perhaps best-described as “Peelian” principles, they are today regularly described as Peel’s Principles and remain at the heart of the conventional policing mission – Lentz, S.A. Chaires, R.H., ‘The invention of Peel’s principles: a study of policing ‘textbook’ history’, *Journal of Criminal Justice*, 35 (2007) pp.69-79.

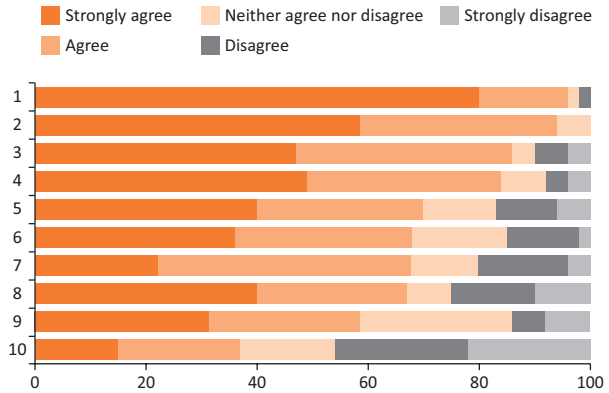
2 Response by HPDS members to “The following are the nine Peelian Principles. To what extent is each likely to be relevant to policing in 2020?”. “Average score”: respondents scored on a sliding scale from 1 for “not relevant” to 5 for “very relevant”. Results ordered to place ‘most relevant’ first, and ‘least relevant’ last. Since this survey took place before the public disorder of summer 2011, the response will not reflect any associated attitudinal change.

- One interpretation of this is that current leaders are already dealing with policing challenges without a formal ‘mission’, whilst leaders of tomorrow are concerned about growing demand and shrinking resource leading to a perceived ‘unbridgeable gap’ between supply and (legitimate) public demand.
- Some respondents, both inside and outside the service, mentioned the ongoing relevance of the Peelian Principles¹ as providing a guide to the way policing should operate now and in future.
- We explicitly asked HPDS respondents about their support for and the likely relevance of the Peelian Principles to policing and the responses illustrate their view that some Peelian Principles are more likely than others to be relevant in 2020.²
- There was modest support from a third of respondents on the HPDS (37%) for updating the nine established Peelian Principles “to reflect modern demands and issues”, but more respondents (45%) were opposed to this.



- The first of the Peelian principles – “the basic mission for which the police exist is to prevent crime and disorder” – scored the highest (with 80% strongly agreeing), demonstrating the HPDS believe that the prevention of crime and disorder is of primary importance.
- Respondents were more divided on whether the “test of police efficiency” was the absence of crime and disorder (Principle 1), with 25% disagreeing with this principle, possibly reflecting a view that many agencies share responsibility and social and economic conditions can drive crime trends.
- The emphasis on public approval ranks highly, demonstrating an institutional awareness of the value of public trust in the police, and there was high support (94%) for the principle of the police relying on “persuasion” over “physical force”.
- A sense of separateness, with the police seeing themselves more as a disciplined service alongside the public than a uniformed citizenry, might explain the relatively low score for the 7th Principle (just 58% agreed or strongly agreed).
- The introduction of quasi-judicial powers for the police through disposals like Fixed Penalty Notices has changed the traditional role of the sworn officer – perhaps diluting the appeal of the 8th Peelian principle (25% disagreed or strongly disagreed) and the conventional police role which limited the officer to detection, apprehension and investigation of criminal suspects.

Figure 2.2: Future Relevance of the Peelian Principles to Policing



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

Source: Survey responses by the Police High Potential Development Scheme

Reflections on the Peelian Principles

We asked the HPDS scheme respondents for their comments on specific Peelian Principles. These are a selection of their views:

- Principle 5: “I believe that public opinion is important, and that Principle 5 should change to reflect this better”
- Principle 7: “Whilst I believe this is relevant ...I feel that the public now expect the police to deal with everything”; “Putting responsibilities onto communities is fantastic, but this hasn’t happened in reality for many years”
- Principle 8: “The use of non-judicial resolutions such as restorative justice has proved popular and legitimate, and Principle 8 does not reflect this”; “In the public interest, there will be times where it is more effective and efficient for police resolution and use of discretion in giving cautions etc”
- Principle 9: “Back to front – ‘we’ will never eradicate crime but we can show that we are dealing with it effectively”

A 10th Peelian Principle?

We asked the HPDS group about whether a tenth Peelian Principle would be justified for 2020. They made a number of suggestions—some reflecting the particular challenges they felt in their work.

- “The police officer should be as skilled at their profession as much as one would expect a doctor or barrister”
- “The police should work efficiently with partners in all arenas as appropriate to the problem or issue they are engaged in resolving – be that public, private or voluntary sectors”
- “Police decision-making should always consider what the public value and what adds value to the public”
- “Police actions should reflect common sense and proportionality, and not the will of party politics”
- “Not everything is the police’s fault!”

3. Policing Responsibilities

What is policing responsible for and will this remit expand in the decade ahead? Our respondents identified many areas where they expected growth in policing demand, and very few areas where they expected demand to fall. Partly, this will be a response to rising public expectations, but there was clear recognition that the conventional policing demand (crime), would probably rise in the future and would affect what the police are responsible for. With comparatively fewer resources, but stable or rising demand, the police may have to be more explicit in prioritising their responsibilities.

Summary of Views

- Our respondents generally suggested there would be growing demands on policing at all levels by 2020, but a recognition that, although financial pressures on policing are probably at their most acute right now, it is unlikely that police spending in this decade will return to pre-2010 levels. Our respondents felt that it was unlikely that the police resource would grow in line with this demand, and that there was already over-stretch.
- Respondents told us that they expect to see national and international demand grow faster and further by 2020, with many citing increased asymmetric threats (such as hackers and terrorists) and cross-border organised crime. Several of our respondents felt there was likely to be this change in balance and greater weight would need to be given to the national/international element of the police's remit.
- A number of respondents suggested that they have seen national and international policing demands, especially counter-terrorism, drawing in a growing number of officers and resources

in the past several years. So, they claimed, increased officer numbers have largely filled specialist national/international roles whilst local policing numbers have broadly remained static. If this trend is accurate and continues, local policing will come under sustained strain and may need reconceptualising, as the police focus on national responsibilities.

- Some respondents suggested that improved security of physical assets (personal and corporate) could help reduce the attraction to some of acquisitive crimes (and hence could damp down demand to investigate such crimes), but the longer list was on expected growth areas – with public order, gun crime, the threat of terrorism, and economic and cyber crime featuring highly.
- Police and academic respondents told us that a growing separation between rich and poor (seen in its physical form in the growth of gated communities) will lead to continued challenges on public order, domestic extremism, acquisitive crime, and terrorism (disaffected and radicalised youth). While not a major departure, such changes would present a continued growth in diverse demands.

Rising Expectations on the Police?

Several on our panel referred to the government's consultation document³ as flagging areas where public expectations may change. Our panel felt that even if the wider policing family was to grow, public expectations of the conventional police service in 2020 would be significantly greater than they are now. Factors driving these expectations include:

- **The accelerating pace of technological change** – the public will expect the police to respond by both ensuring the technology the police have at their disposal is up to date (from mobile IT and personal recording to online portals

3 Policing in the 21st Century: reconnecting police and the people, Home Office, July 2010

for public interaction) and through meeting new threats to public safety (from online bullying and abuse through to cross-border internet fraud).

- **Transparency and accountability** – increased availability of real-time information at a personal level (such as the ability to track individual crimes that happen at street level) will empower citizens to want more of a say about how policing is delivered. This is combined with a growth in democratic structures (through Police and Crime Commissioners) and an expectation that policing policies will continue to be the subject of democratic debate.
- **Growing consumer demand** – in concert with a wider movement across public policy, the public are increasingly demanding a more bespoke service from the police that is responsive to individual needs.
- **Value for money and cost-effectiveness** – there is an expectation that the existing lack of tolerance for duplication and waste in public services will not only continue but also increase as a greater level of data on the relative efficiency and effectiveness of public services empower the public with a greater understanding of service delivery.
- **Applying what works** – there is an expectation that what has shown to work should, and will, be widely adopted.

Developments in each of the above areas will drive up public expectations of policing in 2020. The growing public expectations may not be met by police alone but by a wider policing family. Yet if this is the case, the mission of the police may need to be redefined to reflect the police's role accurately within that policing family.

- Police respondents highlighted their growing responsibility in non-conventional domains, with a growth in demand in the 'virtual world' – such as the networks made possible through

technology (for example Facebook, Mumsnet, and special interest groups) – and non-geographic communities, such as the Shetland teenager charged with computer offences.⁴ Both challenge the notion of a conventional policing “presence” to deter and detect criminality.

- Several of our respondents said that they felt the community would not accept the police disengaging from many (possibly any) areas of activity (some cited School Liaison Officers). So this suggests a need for police to engage others – expanding the ‘police family’ from the current concept that this service, at its heart, “sworn officer, police staff, PCSO, and Special constables” to a wider active use of others including private sector, 3rd sector (local and voluntary groups) and individual members of the public (an active citizenry).
- Our respondents offered a range of views on the potential for a wider involvement in ‘the police family’. Senior officers, in the main, appeared less enthusiastic about this than younger HPDS participants. Those in private sector were enthusiastic, whilst some outside the service felt that there had been a long-standing need to tap into the supply of civic-minded individuals who were able and willing to support the police.
- Our respondents acknowledged that other agencies outside policing (such as criminal justice, education, local government, health) have an impact on the success or otherwise of policing itself. The police will need to consider, they argued, the right role and remit of these other agencies in tackling this growth in policing demand.

“Counter terrorism has for too long been insulated from ‘value for money’ challenges – these need to be heard”

Respondents thought there would be a strong expectation that the police leaders of 2020 will continue to deliver improving value for money, through cost reduction and productivity gains, and that they will do so visibly.

⁴ The case involved conspiracy to carry out a ‘denial of service’ attack on the SOCA website

Table 3.1: Divesting Police Responsibilities

Respondents acknowledged that the police had given up certain responsibilities in the past (checking commercial premises, alcohol licensing, traffic parking enforcement), and so might feel the need to do so again.⁵ Some respondents suggested that certain police responsibilities could be given up entirely or passed over to other agencies in future.

Role or Function	Responsibility today	Potential responsibility in 2020
Fraud investigation	Police forces	Banks and other corporates
Lost property	Police forces	Local authorities
Firearms licensing	Police forces	Local authorities
Crime scene guarding	Police forces	Private security firms
Sex offender registration	Police forces	Private security firms
Reassurance patrol in rural areas	Police forces	Wardens and voluntary citizen groups
Evidence gathering	Police forces	Trained civilian police staff
Bail enforcement	Police forces	Private security firms

⁵ Back in 1995, the Posen Review examined which areas were core to policing, and which ancillary. This contributed to the Highways Agency's taking on some road policing responsibilities.

4. Policing Delivery and Governance

How different might policing look in 2020? Will it be fundamentally the same uniformed service that would be recognised in 1920, or something quite different? Our respondents identified three broad questions about police preparedness for delivery in 2020 relating to skills, to leadership and to police use of technology. How policing is delivered may change by 2020, but the governance of policing is likely to reflect changes already underway to establish direct democratic accountability for the police, and new demands placed on all public services by a more informed, engaged public.

“Serious questions need to be asked about the real results that partnership working has delivered”

Summary of Views

- Several respondents remarked upon the shift, over the past ten years, towards more specialists (and away from generalists) in policing. Most of our respondents felt that this need for specialists was likely to remain, and that the omnicompetent officer was an outdated concept.
- A few respondents (mostly from academia) argued that the trend towards specialists was unsustainable financially and would need to be reversed by 2020 and that there would be a return to generalists to ensure resilience. If generalists were to be needed in greater number by 2020, this would require a significant change to training and development in the next decade.
- However police respondents felt that in 2020 a large number of specialists will almost certainly be required – for example, those tackling cyber crime and financial crime. A few questioned

whether these skills would be better if brought in from outside, rather than grown internally.

- Some respondents felt that those who had been trained as warranted officers should put their training to best effect by being placed only in roles that specifically required those powers, and that civilianisation could go wider and deeper.
- Given current police promotion mechanisms, it is likely that many of the Chief Constables of 2020 are currently either Chief Superintendents or Assistant Chief Constables. Their career to 2011 will have focused much more on operational policing matters than on the organisational skills and knowledge necessary to lead police forces of 2020.
- Young officers on the HPDS predicted a growing role for both the private and the third sector in the provision of policing services in 2020. 15% expected each sector to have a “major role” in 2020, and half of respondents said the private sector would have a “major” or “sizeable” role in policing. Just 10% thought the private sector would have only a small role.

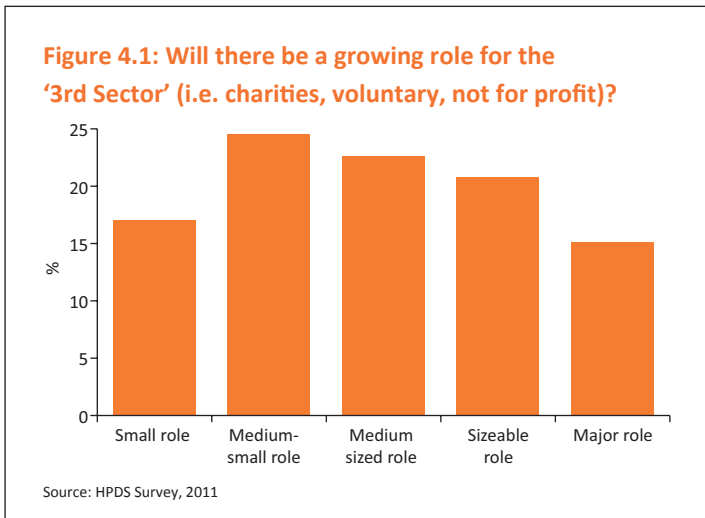
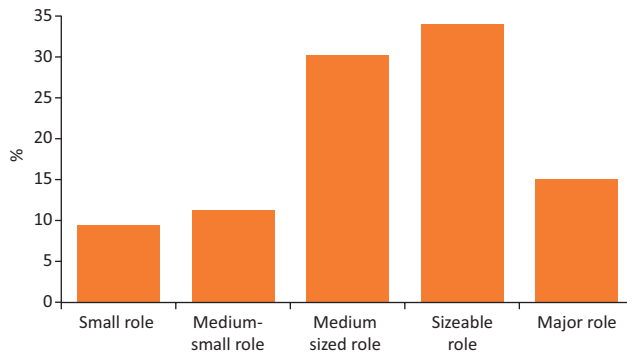


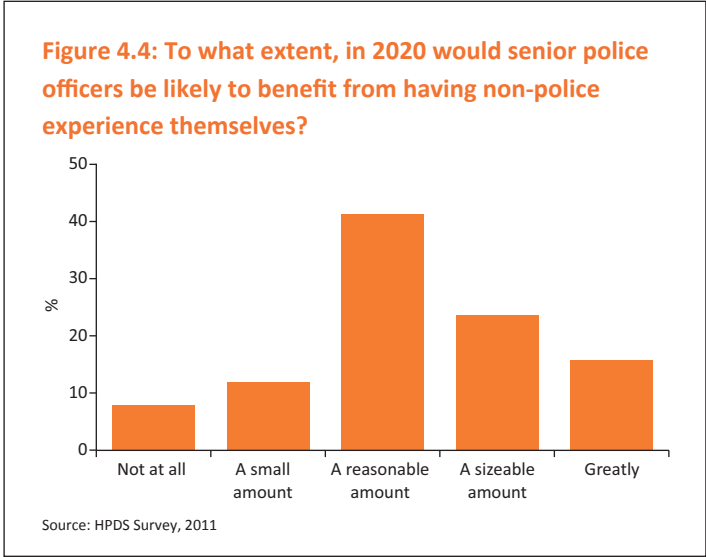
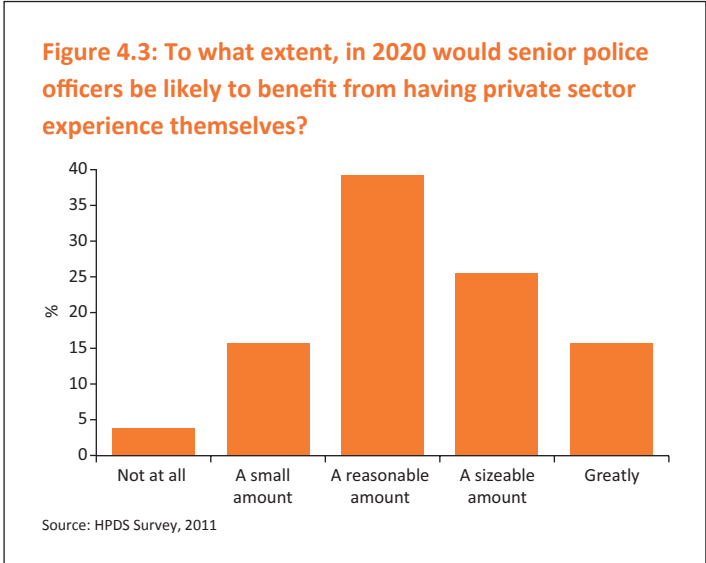
Figure 4.2: Will there be a growing role for the private sector?



Source: HPDS Survey, 2011

- There was a recognition amongst our interviewees and respondents that effective police leadership increasingly relied upon the ability to lead large organisations that have collaborations and partnerships with many others to deliver their aims. This need places a premium on good partnering skills, as well as first class financial and cost-management skills. Some expressed scepticism about the benefits of partnership – does the time that police invest in such work really deliver the value it should? Some expected more police officers to be familiar with and able to implement evidence-based policing methods.
- Respondents were divided on whether police leaders need direct experience of other sectors (private, third sector, other agency) – whether via secondment or direct entry at ranks more senior than constable – so as to be able to bring new insights and expertise to police leadership.
- Most of those interviewees currently within policing felt that police leaders would need to come from within policing (i.e. have operational experience), whilst those outside policing

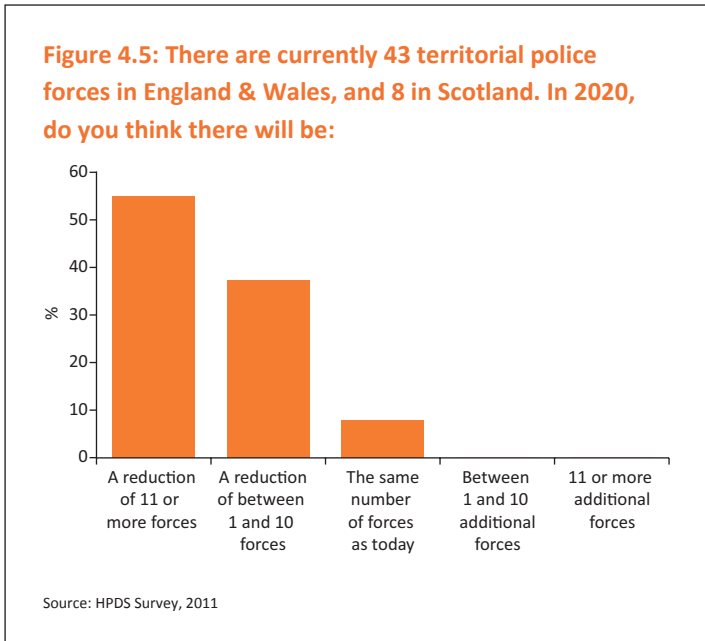
had mixed views. Respondents from outside policing felt that operational policing experience was likely to be less critical for the management of policing organisations in 2020.



- Several on our panel pointed out that many great advances in policing have been rooted in technology – for example, DNA, ANPR, PNC/PND/IMPACT (policing records, searchable databases etc). They also acknowledged that policing historically has tended to be slow to embrace some of these technological developments (in the view of some due to mindset of decision-makers, conservative culture of the organisation, poor procurement), or had them resisted by civil libertarian concerns of public, politicians or pressure groups.
- Our respondents acknowledged that future leaps in policing capability were likely to have technological roots, and, if history were a guide, these leaps would take much longer than necessary to bear fruit, with the police continuing to operate with technology that was some way behind the private sector curve. One of the barriers to this is the lack of connectedness across the 43 forces – despite the best efforts of many – and disjointed and erratic procurement.
- Respondents felt that if this is to change in future, a new mindset was needed on the part of the police to move towards early adoption, plus an ability to address lack of connectedness across the 43 forces, particularly on ICT.
- The redesign of policing will leave a group of national policing bodies, along with 43 police forces. The near universal view of interviewees was that “43 is the wrong number, the wrong structure”. Police leaders were concerned about the golden thread (i.e. ensuring there is a strong connection between local and national policing, so operations stretch “from street to border”) and that 43 forces was too many in number, with some forces struggling to fulfil some policing functions (though some felt this may be mitigated by collaboration and the arrival of the National Crime Agency after 2013).

“There is a significant danger in linking the profit motive to any decision to deprive people of their liberty”

- Conversely, others were concerned that 43 was too small a number to allow the police to foster a genuine local identity that allows the public to feel ownership over their police force. Some academics and others outside of policing wondered whether there could be merit in having more forces – reinforcing policing links with communities by splitting some of the larger cross-county forces that were established during the 1970s.



- The ‘43’ force structure, some respondents said, will be set in stone through the introduction of Police and Crime Commissioners after 2012. However, the HPDS group felt there would be significantly fewer forces by 2020 and the current debate in Scotland about moving to a single national force was deemed to have real influence over the course of the debate in England and Wales, even if movement was unlikely because of Parliamentary (and wider public) opposition to mergers.

- Linked to this question about the “right number of forces” was the question of whether the government’s plans for a redesigned national policing landscape would be fit for purpose through to 2020 and beyond.
- There was uncertainty about how much the arrival of the National Crime Agency (NCA) in 2013 would meet growing national demand, and how this “national policing” responsibility could be reconciled with a smaller service (in budget and personnel terms), and one with more pressures to focus on local policing, particularly with the potential arrival of locally-elected Police & Crime Commissioners.
- Some respondents welcomed the arrival of the NCA as providing greater clarity of role for national policing and organised crime. Many predicted growing regionalisation – if not of police forces, then at least of administrative functions and some operational units – to drive efficiencies.
- The planned reforms to replace police authorities with directly-elected Police & Crime Commissioners from May 2012 were seen as a significant change, and unlikely to be reversed once enacted. Most officers amongst the HPDS respondents predicted growing tension between Chief Constables and elected commissioners as each sought to assert their own position; and a change in policing priorities towards the local, potentially at the expense of dealing with police demands that are cross-border, or less visible to residents.

“There is a very significant risk of fragmentation of national and local policing”

5. Discussion Questions

The following are the most pertinent questions that have arisen from our discussions which will affect the shape of policing in 2020.

Mission

1. Do the police need a clearer sense of mission?
2. What would be the advantages of a formal police mission statement?
3. Will the Peelian Principles for policing still be relevant in 2020?
4. What will the public and others expect from the police in 2020?
5. Can the police mission reflect public demand and should it even try to?

Responsibilities

6. Will societal changes affect what the police are responsible for?
7. Can policing meet all the formal and informal responsibilities placed on it?
8. Will the balance of demand and responsibilities for policing change by 2020?
9. Will new demands lead to a redrawing of police responsibilities?
10. What are the implications for others assuming some policing responsibilities?

Delivery & Governance

11. Are the police developing the right skills and capabilities for 2020?
12. What type of leaders will the police service need in 2020?
13. Will the police be able to exploit advances in science and technology?
14. Is the new police landscape of 2012 likely to be fit for purpose in 2020?
15. How will new governance arrangements affect police priorities?

6. Feedback

Policy Exchange are producing a further, more detailed report in 2012 that seeks to answer some of the questions raised in this work, and presents a future vision for policing. We hope those who read this paper are stimulated to participate and help shape the debate.

If you would like to offer input, please send comments to policing2020@policyexchange.org.uk or follow news and updates on Twitter via #Policing2020

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Further Reading

Some of the issues raised in this paper are explored in more depth in the following reports and articles.

- Demos, “A Force for Change: Policing 2020” (2006)
- Gravelle, James and Colin Rogers, “The Economy of Policing: The Impact of the Volunteer” (2009)
- Heaton, Robert, “We Could be Criticized! Policing and Risk Aversion” (2010)
- Home Office, “Policing in the 21st Century: Reconnecting Police and the People” (2010)
- Innes, Martin, “Why ‘Soft’ Policing is Hard: The Curious Development of Reassurance Policing, How it Became Neighbourhood Policing, and What This Signifies About the Politics of Police Reform” (2005)
- Loveday, Barry, “Workforce Modernisation and Future Resilience Within the Police Service in England and Wales” (2008)
- National Policing Improvement Agency, “Science and Innovation in the Police Service, 2010-2013” (2010)
- Neyroud, Peter, “Past, Present, and Future Performance: Lessons and Prospects for the Measurement of Police Performance” (2008)
- Punch, Maurice, “Police Corruption: Deviance, Accountability, and Reform in Policing” (2010)
- Schafer, Joseph, ed., “Policing 2020: Exploring the Future of Crime, Communities, and Policing” (2007)
- Sklansky, David Allen, “Police and Democracy” (2005)

- Smith, Robert, “Entrepreneurship, Police Leadership, and the Investigation of Crime in Changing Times” (2009)
- Stone, Christopher and Jeremy Travis, “Toward a New Professionalism in Policing” (2011)
- Toch, Hans, “Police Officers as Change Agents in Police Reform” (2008)
- Weisburd, David and Peter Neyroud, “Police Science: Toward a New Paradigm” (2011)
- Wilkinson, Sue, “Research and Policing: Looking to the Future” (2010)
- Willis, James J. et al, “Recommendations for Integrating Compstat and Community Policing” (2010)



Policing in England and Wales is facing significant, wide-ranging changes on a scale not seen for decades. The Coalition government's reform plans, initiated by the publication of the consultation paper *Policing in the 21st Century*, in summer 2010, set out plans for major changes to police governance, pay and conditions, structures, training and more.

These changes are all taking place at a time when policing challenges remain considerable – not least the significant spending reductions up to 2015 that may require forces to make radical changes to how they deliver policing services. Decisions taken now will have far-reaching consequences for the type of policing that exists in the years ahead. The police leaders of tomorrow will need to prepare for the type of society that will exist in 2020, and adapt to what that will mean for the policing mission and responsibilities, as well as how those services are delivered.

This collaborative think-piece was inspired by a series of interviews with experts from inside and outside the police service, and an online survey of prospective policing leaders of tomorrow. The observations we set out reflect upon these discussions and give rise to a number of key questions that warrant further discussion. It is hoped that these questions may start a useful debate that engages all those with an interest in the long-term well-being of policing.

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