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1 Foreword

1.1 Since the introduction of police community support officers (PCSOs) in 2002, they have become an established part of neighbourhood policing and key to the public face of policing, providing a link between the police and the communities they serve. They bring essential skills, values and diversity to policing.

1.2 Providing a valuable uniformed presence in our communities, PCSOs focus on understanding and identifying local priorities, solving local problems, tackling low-level crime and engaging with the community. Their presence means they are often best placed to engage with those who either conduct or are affected by anti-social behaviour and disorder.

Where PCSOs are working best, their focus tends to be on the community support aspect of the role as opposed to punitive enforcement activities. While enforcement is an important tool, the application of discretion alongside calm dialogue, guidance and support can be a far better instrument to bring about change in behaviour.

This supportive, preventative policing approach not only differentiates PCSOs from their police officer colleagues (whose focus lies more around tackling crime and investigations), but will in itself foster and promote community cohesion through the building and development of key partnerships with individuals and groups across the community to resolve the problems, issues and concerns they face. A key feature of efficient neighbourhood policing is empowering communities to engage in, and own, the resolving or mitigating initiatives that benefit them. In order to do this effectively, it is necessary for PCSOs to play a key role in communication and coordination with and between the community and the police service. This in itself raises the skills levels at which a PCSO must operate in the modern policing environment.

1.3 As the police service continues to evolve and innovate to deliver a high-quality service against financial constraints, reduced staff and a shifting landscape, there is a need to ensure the wider policing family is fully integrated to meet the requirements of the community. PCSOs are now fully embedded in the police service but, as with all other policing roles, with fewer resources and newly emerging threats. This means PCSOs are taking more of a leading role in providing service to the public. Placing their role and functions in the context of modern policing delivery is essential to ensure that they remain effective and to underpin the principles on which they were originally founded. However, they must also adapt quickly to a changing policing landscape, with new and emerging threats to community wellbeing.

1 Community is not restricted to a residential area or place and includes rural and business communities together with their inhabitants.
1.4 This updated handbook sets to reflect the contemporary landscape and the ways PCSOs contribute to tackling new and emerging community issues and threats. This version replaces the previous PCSO operational handbook, published in 2015. Additionally, this reflects the changes and the development of the PCSO role, legislative amendments, entry routes, the 2018 neighbourhood policing guidelines and the ambitions set out in the National Police Chiefs’ Council (NPCC) Policing Vision 2025.

The Policing Vision 2025 sets out a road map for policing for 10 years from 2015 and acknowledges:

The communities we serve are increasingly diverse and complex, necessitating a more sophisticated response to the challenges we face now and in the future.

As with all other roles across the service, the Policing Vision 2025 will have a significant effect on the focus of the PCSO role and the underpinning skills required to meet challenges.

Underpinning the Policing Vision 2025 are five key priorities for reform. These five priorities are the key drivers for transformative change across the policing landscape up until 2025. These are:

- Local policing remains the bedrock of British policing but with far more integration, with health, education, social services and community projects to intervene early to resolve the problems that cause crime and anti-social behaviour, reducing demand on policing and other public services. The ambition is for more multi-agency teams or hubs to pool funds rather than addressing problems in silos.

- Specialist capabilities, like armed policing, surveillance and major investigations, will be delivered through a network, making them more affordable with surplus costs available to reinvest in other priorities.

- Police officers will be trained and equipped to respond to the dramatic rise in criminals taking advantage of the internet. The processes for sharing evidence will become completely digital, saving significant resources, and the public will have the option of contacting the police and reporting crime quickly and easily online.

- The College of Policing will work with forces to give our workforce the skills and powers they need to meet these challenging requirements. There will be a focus on making policing more representative of its communities and finding a better balance between personal accountability and a bureaucratic fear of making mistakes.
Business support functions like IT and human resources will be consolidated in cross-force units or integrated with local authorities and emergency services, with more shared procurement to reduce costs.

As can be seen above, particularly in relation to local policing and workforce skills and powers, this transformative agenda is going to affect the PCSO role moving forward.

1.5
In 2013/14, the College of Policing consulted forces to understand how PCSOs were used and whether there was a marked shift from their intended purpose. During 2017, extensive consultation was carried out to identify the content of the new PEQF PCSO curriculum with key stakeholders from both inside and outside the service. This handbook is intended to clarify the PCSO role and function in light of the Policing Vision 2025, highlighting good practice and drawing attention to known pitfalls. It also continues to allow police chief officers and police and crime commissioners (PCCs) some local flexibility\(^2\) to address neighbourhood problems in innovative and forward-thinking ways, drawing on a clear evidence base of what works.

1.6
In 2017, The Policing and Crime Act 2017 was enacted which impacted on the discretionary powers that chief officers can designate to their PCSOs. This handbook does not address the variation between police forces in the granting of additional discretionary police-related powers to its PCSOs. Instead it focuses on the PCSO-specific powers available to chief officers to bestow on their PCSOs. While some give access to additional available powers, research indicates that not all of those currently granted are used. When they are available, they may cause the PCSO to gravitate towards enforcement rather than the intended community-focused supporting role. The use of discretionary powers by PCSOs should remain a decision for chief officers based on their own policing needs.

1.7
With the introduction of police and crime commissioners there has been an appetite to broaden active citizenship in policing, and a number have committed to increase visibility in a time of reducing resources. This handbook relates solely to police employees who remain under the control and direction of their chief officer, with powers granted under statute. It is a matter for individual chief constables and PCCs, with support and guidance from the College of Policing, to adopt options that provide the best benefit to their communities and force areas.

\(^2\) Flexibility should be limited to making the best use of the discretionary powers available and not operating outside a PCSO’s employment terms and conditions or where they are not trained. They should not be seen as a substitute resource ordinarily undertaken by a police officer.
1.8
In its 2016 Police Effectiveness Report, Her Majesty’s Inspectorate of Constabulary and Fire and Rescue (HMICFRS) raised concerns that local policing had been eroded and that many forces had failed to ‘redefine’ neighbourhood policing in the context of reduced budgets and changing demand. In June 2018, the College of Policing, working with the National Police Chiefs Council (NPCC) and the Association of Police and Crime Commissioners (APCC) published Neighbourhood Policing Guidelines to directly address this concern.

1.9
The guidelines contain a modern definition of neighbourhood policing.

The defining features of neighbourhood policing are:

- Police officers, staff and volunteers accessible to, responsible for and accountable to communities.
- Community engagement that builds trust and develops a sophisticated understanding of community needs.
- Collaborative problem solving with communities supported by integrated working with private, public and voluntary sectors.

The combination of these features distinguishes neighbourhood policing from other broader policing functions. It is an essential part of the UK policing approach that aims to connect our communities directly and seamlessly to specialist policing services at a local, regional and national level. It recognises that those involved in neighbourhood policing need time and space to work in a proactive and preventative way to:

- protect local neighbourhoods or communities
- safeguard the vulnerable
- manage and divert offenders
- earn community confidence.

It encourages the use of locally-tailored evidence-based practice, for a sustained impact on reducing harm, repeat demand and increasing community resilience. Alongside community engagement, it requires effective data sharing between different agencies for problems to be identified and properly understood, and for effective decision-making and action at the neighbourhood level. Defining problems with precision helps to better target action, assess the effect of interventions and ensure limited resources are not wasted on ineffective activities.
2

Introduction

2.1

The NPCC Policing Vision 2025 sets out a transformative agenda, which will enable the service to meet the challenges of modern policing, the changing nature of crimes and how they are committed and new and emerging threats to community cohesion and harmony. The Police Services Statement of Mission and Values 2025 (set out in the Policing Vision 2015) highlights the significance of the PCSO role in meeting the overall vision:

…the to make communities safer by upholding the law fairly and firmly; preventing crime and anti-social behaviour; keeping the peace; protecting and reassuring communities; investigating crime and bringing offenders to justice.

The vision places providing an improved policing service for the public at the heart of its professional agenda. It states that ‘the link between communities and the police will continue to form the bedrock of British policing’. Specifically in relation to local policing, the Vision identifies the ‘need to develop a proactive and sophisticated understanding of community needs, to keep people safe, particularly as communities become more diverse and complex’ as a key challenge.

The primary function of the PCSO is to be the visible and uniformed presence of the service in the community, fostering and promoting relationships (especially in respect of community cohesion, diversity and inclusivity) across communities. These officers play a key role alongside other professional colleagues (and are specifically acknowledged by the Policing Vision 2025 as doing so) in helping to ‘solve local problems, tackle anti-social behaviour and build trust and legitimacy in communities’.

Because of this community-based role, the PCSO constitutes a fundamental component of the national strategy for local policing across the UK, and PCSOs are highly valued public-facing members of the service. As part of the transformative agenda set out in the Policing Vision 2025, the role of the PCSO, and ensuring they have the right skills and abilities to continue to be effective, have been re-examined and updated.
PCSOs were introduced under the Police Reform Act 2002 (PRA) to allow chief officers:

…to appoint suitable support staff (community support officers) to roles providing a visible presence in the community with powers sufficient to deal with minor issues. Such staff should be under the formal direction and control of the chief officer.

2.2
The Act suggested the key function of PCSOs was to ‘provide additional capacity to combat low-level disorder’ and thereby help to reduce the public’s fear of crime. This translates into providing a visible uniformed presence and exercising powers to deal with minor issues within a neighbourhood policing context. It also gives warranted officers greater capacity to focus on more serious crime and disorder and operational policing demands.

2.3
PCSOs play an essential role in neighbourhood policing teams and deliver their own unique and valuable contribution to policing. While this handbook explores examples of operational deployment, the fundamental precedents in relation to the role for which they are employed should be borne in mind. These are to:

- undertake public-facing duties in uniform
- be visible in their communities on targeted foot or cycle patrol (vehicle if rural community)
- deal with anti-social behaviour (ASB), low-level crime and incidents, local problems/priorities and quality of life issues
- identify, support and improve service to victims and vulnerable people
- conduct community engagement and problem-solving activity.
2.4
The role profile and the underpinning educational requirements of PCSOs have been revised to assist the service in meeting its obligations under the Neighbourhood Policing Guidelines and the Policing Vision 2025. At times of high demand and with a shrinking workforce, there is a risk that PCSOs will be deployed outside their role profile to meet operational needs, such as responding to general calls for service from the public. This practice should be monitored, especially where it is likely to remove a PCSO from their community, or places them at risk by assigning tasks to them which they are not trained, skilled or equipped to deal with.

Great care should also be exercised when forces consider additional roles or responsibilities for PCSOs that sit outside of the core role identified within this handbook. While an innovative approach to delivering improved local policing services is to be encouraged, the values of a role built on local visibility and problem solving at the neighbourhood level should not be lost.

2.5
Nothing contained within this handbook should prevent chief officers from deploying PCSOs in a manner that is suitable to the conditions of their policing area. If operating outside this handbook, PCSOs and staff charged with their supervision should ask themselves:

- Am I responding in accordance with my role profile?
- Is what I am doing lawful?
- Is it proportionate?
- Has a risk assessment been conducted?
- Does it reduce the ability to be visible and accessible to the public?
■ Am I trained for the task?
■ Have the necessary powers been authorised?
■ Is the equipment appropriate for the task?
■ Is the deployment likely to have a negative impact on satisfaction and confidence?
Role and purpose

3.1 PCSOs work in local communities as part of neighbourhood policing teams (NPT) to deliver an effective local service as outlined in the 2018 Neighbourhood Policing Guidelines. Appendix A.

3.2 To be effective, all officers and staff need to be fully integrated, understand each other’s role and purpose, and work together towards common community goals. Supervisors charged with the command, control and direction of PCOSOs must be fully acquainted with their terms and conditions and employment as detailed in their force role profile. The minimum professional skills set required is listed in Appendix B.

3.3 The fundamental role of the PCSO is to contribute to the policing of neighbourhoods through targeted visible patrol, with the purpose of engaging with and reassuring the public; increasing orderliness in public places; being accessible to communities; and working at a local level with stakeholders to solve or mitigate issues, problems or community safety concerns faced by the community. The emphasis of this role and the powers required to fulfil it will vary from neighbourhood to neighbourhood and force to force.

3.4 Reforms relating to the powers of police staff and volunteers introduced by the Policing and Crime Act 2017 came into force on 15 December 2017. They removed the requirement for PCOSOs to be designated, as a minimum, with a list of standard powers. It is now a decision for each chief officer as to which powers their PCOSOs will have. This could be traditional PCSO powers, such as dealing with anti-social behaviour or, where chiefs feel it appropriate, any power of a police officer that is not in the list of Excluded Powers in Schedule 10 to the 2017 Act.

Following a public consultation in 2015 and consideration by Parliament of the legislation, in the interests of consistency and accountability the list of Excluded Powers removes a small number of powers that were previously available to designated staff.

In addition, PCOSOs (and other designated staff and volunteers) cannot be designated with powers under the Terrorism Act 2000 (TACT). This includes the powers previously available to PCOSOs to stop and search vehicles and pedestrians under section 47A of TACT and the power to enforce cordoned areas under section 36 of TACT.
Forces may wish to explore the scope of powers appropriate to be designated. While this development is recognised to meet demand, it should always remain in the framework of neighbourhood policing with an emphasis on engagement and problem solving as opposed to enforcement. A clear distinction should be made between the role of a PCSO and that of a sworn police officer.

3.5 PCSOs help to reduce crime and anti-social behaviour. They make people feel safer in their communities and are closing the gap between crime and the fear of crime. They also support communities to mitigate and resolve any underlying problems. Wherever they are working, examples of excellence can be found and a positive effect on neighbourhoods is apparent. The principles of neighbourhood policing emphasise the importance of delivering community engagement in partnership with other key agencies.

PCSOs should be capable of self-deployment, being motivated critical thinkers, capable of autonomously working with partners across the community, leading problem-solving initiatives around community policing, and building community cohesion. They should be supported in targeting their activity through analytical support and through appropriate partnership tasking arrangements. Supported by clear line management structures, PCSOs will often foster positive outcomes to community issues where they can take greater ownership and responsibility over the problems they face.

3.6 PCSOs should be:

- integrated into a neighbourhood policing team (normally geographic but it could be for a defined community of interest, eg, safer transport teams, new and emerging communities, online communities), or deployed to directly support neighbourhood policing team(s) in their areas
- proactively engaging and developing close working ties with the community, using appropriate communication methodologies and IT systems for fostering, promoting and maintaining channels of communication
- developing personal, detailed, comprehensive, professional knowledge and understanding of the local community in which they operate, in order to identify and support those in their community affected by offending (victims and witnesses) and those who may be particularly vulnerable or at risk
- developing close working relationships with key groups, agencies (eg, local authority, housing associations, schools, watch schemes) and individuals to identify and tackle issues such as anti-social behaviour and low-level offending
■ providing a consistent channel for multi-agency partners, key community groups and individuals to communicate effectively with the police and thereby maximise the effectiveness of the service provided to the public

■ fostering, promoting and building rapport, trust and confidence with individuals across the community, providing advice and guidance in support of their needs (eg, crime prevention advice and mediation between members of the community)

■ working under the general direction of their supervisors and PC colleagues, and alongside multi-agency and local partners, contributing to the planning, implementation, analysis and review of evidence-based policing initiatives which address community problems, issues or concerns. PCSOs should also be sharing the outcomes of those initiatives with all key stakeholders, both inside and outside the service

■ gathering information and intelligence to assist and support law enforcement and community objectives

■ responding to incidents which require police action, providing resolution to incidents within their authority (eg, low-level offending and anti-social behavior, issuing fixed penalty notices) and, where incidents are outside their authority, they should seek to contain (prevent escalation) those incidents until relieved by a qualified Police Constable

■ defusing situations where conflict exists or threats of conflict are present, using personal safety techniques and equipment (eg, calming communication/mediation with those at the scene, keeping a safe distance and using their police radio, until relieved by a suitably qualified colleague)

■ attending court and giving witness testimony in relation to any incidents where they have personal knowledge or involvement.

3.7
The expectation remains that PCSOs should spend the majority of their time within neighbourhoods engaging with their communities, and not be office/police station based and/or completing administrative functions, or responding purely to meet demand.
3.8 PCSOs are not substitutes for police officers. They have a distinct role which avoids high-risk activity and places no duty on them to engage in risk beyond their levels of training. It should be noted that only sworn police officers should be used in the following circumstances:

- **Wherever there is a clear likelihood that a confrontation will arise.** However, PCSOs should have sufficient support, equipment and training to cope safely with confrontations that arise spontaneously in the course of their primary role of patrol, reassurance and tackling anti-social behaviour.

- **Where there is scope for exercise of a high degree of discretion**—for example, where a situation is complex owing to a number of different parties involved, where there is particular sensitivity within a community about police action, or where a large range of enforcement options are available.

- **Where police action is likely to lead to a higher than normal risk of harm to anyone.**

- **Where there is a clear likelihood that police action will include any infringement of a person’s human rights**—for example, intruding into their privacy or deprivation of their liberty (beyond the temporary detention period available to PCSOs).

- **Where the incident is one which is likely to lead to significant further work,** or other activity being undertaken which has the potential to impact adversely upon the PCSO’s fundamental role within the community.

- **Where a policing incident directly links to the need for undertaking a priority, serious or complex investigation.**

3.9 PCSOs have established a unique and valued role for themselves within the police service to complement, but not replace, the role of sworn police officers.
4

Legislation

4.1 The Policing and Crime Act 2017 has amended section 38 of the Police Reform Act 2002 (PRA), which enables chief officers of police to designate any person who is employed by the office of police and crime commissioner (OPCC) and is under the direction and control of that chief officer as a community support officer.

Under Schedule 10 of the Policing and Crime Act 2017 (PCA) a new schedule (3B) is inserted to the PRA 2002, detailing excluded powers from designation under section 38. The powers listed here cannot be designated to a PCSO.

Under Schedule 11 of the PCA 2017 additional powers and duties that can be designated to PCSOs are listed. These powers are inserted as a new Schedule (3c) to the PRA 2002.

4.2 The term community support officer is widely used to describe a variety of staff from differing agencies fulfilling a community safety function. The term police community support officer (PCSO) should be used to describe staff in all forces who are designated by chief officers under section 38 PRA.

4.3 Section 38 of the PRA allows a chief officer to designate powers to PCSOs as set out in Part 1 of Schedule 4 of the Act (as amended by the Anti-Social Behaviour Act 2003, the Serious Organised Crime and Police Act 2005, the Anti-Social Behaviour, Crime and Policing Act 2014 and the Policing and Crime Act 2017). Further information on PCSO powers can be found in section 8 Powers and in Appendix C.

4.4 The duties of PCSOs are discussed elsewhere in this document, but it is important that their role within individual forces is determined before the powers that are to be designated are chosen. Overall, the powers of PCSOs (and accredited persons\(^4\) – see 4.11) need to be set in context – PCSOs, like police officers, will spend much of their time undertaking street duties without recourse to their powers.

4.5 It is likely that chief officers will wish to restrict the powers designated to those necessary to meet the envisaged deployment of PCSOs. This will help to minimise training requirements and ensure that PCSOs are focused on their core role of engagement.

4.6 Section 42 of the PRA requires PCSOs to produce a 'designation' upon request when exercising any powers under the Act. The designation is not prescribed but an example of such a document is attached in Appendix D. It should list which powers have been designated and must describe the approved uniform. This section also gives the chief officer power to modify or withdraw the designation as appropriate.

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4.7 PCSOs are not under a duty to act in any given situation, unlike the duty falling to police officers. (Although PCSOs do have a duty under Paragraph 2(4A) of Schedule 4 (when designated) to remain with a police officer when transferring control of a detained person to his or her custody until the police officer has the person under control.) PCSOs retain the powers of arrest of a citizen under both common law and section 24A of the Police and Criminal Evidence Act 1984 (PACE). They also have the power to use reasonable force in defence of themselves or another.

4.8 Section 46 of the PRA creates a number of offences relating specifically to PCSOs, namely:

- assaulting a PCSO in the execution of their duty
- resisting or wilfully obstructing a PCSO in the execution of their duty
- impersonating, or falsely claiming to be, a PCSO with intent to deceive
- being a PCSO and making a false suggestion that one possesses powers that exceed those designated by the chief officer.

4.9 It is recognised that the PCSO role has evolved since its introduction. The specific PCSO powers available for designation under the Policing and Crime Act 2017 appear to be appropriate and proportionate for the role that they are required to undertake, and it is the role that should decide the necessary powers. There is little evidence of staff being concerned that they do not have the powers to fully perform their duties. Indeed, there is the contrary view that more powers can lean towards enforcement as a resolution rather than early intervention problem-solving solutions.

4.10 The Policing and Crime Act 2017 and the Anti-Social Behaviour, Crime and Policing Act 2014, created additional powers, and chief officers should decide which they will grant to PCSOs in their force areas based on community need. For example, granting the power to deal with an offence under section 5(1) or 8(1) of the Road Traffic Regulation Act 1984 involving a contravention of a prohibition or restriction that relates to stopping, waiting or parking at or near a school entrance may be wholly appropriate given local public feeling and what is a regular community problem in many forces.

Community Safety Accreditation Schemes

4.11 The Police Reform Act 2002 allows a chief officer to designate powers to individuals who are employed by a third-party organisation involved in the delivery of community safety. They are not part of the extended police family but may wear a uniform to identify themselves, for example, housing wardens, security officers and local authority staff. While their powers are conferred by the police, the individual is not a police employee nor are they under the direction and control of the chief officer – both of which are very different from PCSOs. Further guidance and information can be found at: [https://www.gov.uk/government/publications/community-safety-accreditation-scheme-powers](https://www.gov.uk/government/publications/community-safety-accreditation-scheme-powers)
5

Finance

5.1
From April 2013, ring-fenced funding for PCSOs was subsumed into the police main grant, giving chief officers and police and crime commissioners freedom and flexibility to make decisions regarding resourcing within their force areas.

5.2
Following this change, a number of forces have allocated significant sums to fund PCSO posts, either entirely from the main grant or using that money to attract matched funding from partners. This should be encouraged as it shows forces and partners recognise the positive contribution PCSOs make in neighbourhood policing as they become further embedded within the wider police family.

5.3
The continued assistance of matched funding from partners is critical in maintaining and increasing the number of PCSOs as necessary. The police main grant is not the only source of funding that should be relied on. Specifically recognised under the local policing priority of the Policing Vision 2025, neighbourhood policing and community safety is an outcome shared by other partners, and it is important to think about how partners can be engaged and contribute. Creative problem solving could lead to partnership working with, for example, schools, housing developments, and shopping and business parks.

5.4
It should be noted that external funding for the recruitment of PCSOs is predicated on the understanding that the chief constable retains the ultimate decision on where they should be deployed, based on the local strategic assessment as part of the Community Safety Partnership collective leadership.
6 Duties

6.1 PCSOs should be fully included in the work of the neighbourhood policing team (NPT) wherever possible. The practice of assigning PCSOs mundane and isolated tasks which may not form part of their core role or for which they are not trained should be avoided. This undermines their role and may lead to low morale, team exclusion and in the long term, loss of the key skills required to undertake the role. An NPT which works as an integrated team (at all levels and within all roles) creates a more successful and enjoyable working environment.

6.2 Local commanders, frontline officers and supervisors need to be aware that PCSOs have a different level of duty and expectation and will be within their rights to decline to perform tasks for which they are not trained. For example, a PCSO might reasonably observe and follow a shoplifter rather than intervene and detain them.

6.3 While PCSOs can be granted powers to seize property⁶, given their status in the community, their participation in search warrants and other enforcement activity should be carefully considered. However, consideration can be given at a local level to deployment in the immediate area to offer a visible presence and reassurance and minimise concern in the locality.

6.4 Recognition that a PCSO must be more prepared than is traditionally the case with police officers to walk away from a situation is essential.

The new PEQF PCSO national curriculum supports wide-ranging knowledge, skills and understanding which will enable them to be fully effective in the role. This learning is based around the PCSO-specific powers that may be conferred on PCSOs. Other designated police powers conferred on PCSOs at the direction of the chief officer should be chosen carefully, ensuring the PCSO is fully trained and equipped to safely use these additional instruments. Line managers supervising PCSOs should acquaint themselves with the range of learning undertaken before deploying PCSOs to active duties, in order to maximise their potential and avoid placing PCSOs in situations they are not equipped to handle.

Supervision

6.5 Forces should consider the burden placed on supervisors of excessive numbers of staff, and the management training they require to lead PCSOs, police staff and volunteers. Using an NPT model may assist the process of supervision, as well as integrating PCSOs within core policing.

⁶ Power to seize property under section 19 PACE provided for PCSOs through Anti-Social Behaviour, Crime and Policing Act 2014
6.6 There must be a clear command structure to supervise, develop and inspire PCSOs. As they generally lack avenues for promotion, there should be opportunities for them to develop their role, skills and experiences. For example, supporting PCSOs to lead and develop projects, to work with specific groups or to address specific issues in the community may help to avoid stagnation, increase their sense of worth and ownership, decrease boredom in the role and reduce turnover. Within limits, as PCSOs will generally patrol independently, enabling them to act independently and autonomously in the community will not only benefit the self-esteem of the PCSO, but may also significantly enhance the profile and public perception of PCSOs in general.

6.7 PCSOs will ordinarily report to a neighbourhood policing team sergeant, or a neighbourhood police officer line managed by an inspector or neighbourhood sergeant with responsibility for a neighbourhood policing team or sector. This allows close alignment and use of the role. In all cases, it is essential that supervisors are trained in the management and supervision of PCSOs and that they fully understand the role, benefits, limitations and available powers. This will ensure they have the means to assess the workloads of their staff, and that staff understand what is expected of them and how they will be assessed.

6.8 Understanding the PCSO role will greatly increase their effectiveness and ensure that they are not used inappropriately. Forces may consider integrating the work of neighbourhood and response officers to facilitate a better understanding of the work that PCSOs do and the value that they can bring to the organisation. Alternatively, forces could require all officers to spend a certain amount of time working on an NPT as part of their training or professional development to gain a better understanding of the work that these officers and staff do.
7 Operational deployment

7.1 The primary role of a PCSO is to contribute to the policing of neighbourhoods through highly visible targeted patrols, to reassure the public, increase orderliness in public places and be accessible to communities and partner agencies for problem solving at a local level.

7.2 Appendix B of this document outlines the role profile for PCSOs aligned to the neighbourhood policing guidelines and the Policing Vision 2025.

National Policing Vision

7.3 The mission of policing is to prevent crime and protect the public. The National Policing Vision 2025 applies to the whole police service, setting out what policing will look like in 2025 and beyond. It is underpinned by the Police Code of Ethics. PCSOs, who are often the first point of public contact, are crucial to the delivery of a professional service and maintaining public satisfaction and confidence in policing.

7.4 Local officers and neighbourhood policing teams will build relationships and confidence with local communities to support them and work with partners to prevent crime and deal with local issues. They will also solve problems and protect people through a focus on victims, offenders and locations. A greater emphasis on evidence-based practice will equip the workforce with the advanced skills needed to do this.

7.5 Centrally mandated operating models and national performance targets have been removed by the Home Office in favour of the overarching priority to reduce crime. It remains a matter for chief officers to control and direct their staff in accordance with their local police and crime plan objectives as set by the police and crime commissioner. These should reflect the views of local people, help police officers reduce crime, and be underpinned by the neighbourhood policing guidelines (Appendix A).

7.6 Effective PCSOs can directly affect police performance and public reassurance. They have a clear role to play in helping forces to achieve performance priorities on the fear of crime, feelings of public safety, public satisfaction levels and supporting overall performance.

7.7 Effective deployment of PCSOs will need to take account of national, force and local policing priorities. PCSOs should receive regular intelligence briefings relevant to their area and be tasked in accordance with these. They should not, however, be deployed to perform tasks for which they are not trained.

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7 https://www.npcc.police.uk/documents/Policing%20Vision.pdf
7.8 While HMICFRS does not recommend the use of PCSOs to investigate crimes\(^9\), it is recognised there is an investigative element to both initial reports of crime and anti-social behaviour. This creates a paradox, as PCSOs become part of the investigation. There will always be a clear reassurance, crime prevention and deterrent role for PCSOs. With comprehensive crime prevention training, they are well placed to conduct follow-up reassurance patrols and provide victims and neighbours with crime prevention advice. However, by this very activity a PCSO may become involved in the investigation process, for example, where information/intelligence is offered by a victim or neighbour. Training should be in place to support how such information is managed and processed so that while the recommendations of the inspectorate are observed, this does not frustrate investigating the crime.

7.9 There may be a false expectation that PCSOs – like police officers – have a duty to engage in almost any situation or perform any task asked of them. To preserve their core role, and to ensure clarity for all concerned, it will need to be made clear that PCSOs have a limited number of powers and tasks, outside which they should neither stray nor be expected to.

7.10 Forces, local commanders and police and crime commissioners may wish to raise public awareness of the boundaries of the role that PCSOs carry out.

7.11 Tools to help avoid these pitfalls include publishing and agreeing intervention guidance and training PCSOs to deal with incidents through consideration of the situation, their powers and safety. Application of the National Decision Model (NDM) as part of daily interaction will assist PCSOs and those charged with their supervision to ensure the role is preserved and risks minimised. See Appendix E.

7.12 PCSOs will be in a position to gather considerable intelligence, which will need to be processed, in accordance with the National Intelligence Model. The potential for PCSOs to gain access to people who might ordinarily resist giving information to a police officer should not be overlooked. Forces will need to ensure that information sources are handled and overseen in accordance with the prevailing legislation and local procedure.

7.13 Examples of local good practice should be shared among forces through the Knowledge Hub where there are communities both for neighbourhood policing and problem solving.

8 Powers

8.1 The method for chief officers to designate powers to PCSOs has been substantially amended through the enactment of the Policing and Crime Act 2017. The previous lists of standard and discretionary powers have been removed. Instead, chief officers must decide which powers they wish to designate to their PCSOs. All police constable powers are available to be designated, with the exception of those outlined in Schedule 10 of the 2017 Act, including arrest, stop and search, terrorism act powers, those available under the Official Secrets Act, and powers which by virtue require the officer to hold a police officer rank above that of constable. Powers to enforce local authority bylaws remain unchanged, but require these to be specifically designated. The powers that can and cannot be designated are detailed in Appendix C.

8.2 Chief officers should satisfy themselves that there is an operational requirement to designate specific powers. Any increase will have additional training/cost requirements, potential personal safety implications, create possible public confusion, and blur the roles between PCSOs and warranted officers. To prevent confusion, PCSOs should have uniform powers throughout a force area.

8.3 There is nothing to prevent PCSOs in different parts of a force area from being designated with different powers, depending on local need. However, this may cause confusion among the public and absolute clarity is needed so that those supervising and leading PCSOs understand any anomalies across geographical boundaries. Good practice indicates that powers should be set force-wide and, where collaborative opportunities with surrounding forces are extant or being considered, there should be commonality.

8.4 Research carried out by the Neighbourhood Policing Programme indicates that the majority of powers issued are seldom used, and this is particularly the case when large numbers are designated. There is also variation between forces.

8.5 The general view of police and crime commissioners is that PCSOs have a role to play and are at the core of community policing, with chief constables retaining the flexibility to best match powers to the role and local need rather than solely to enforcement.
Recruitment and employment

9.1
Given the individual needs of forces, the recruitment of police staff and their terms and conditions is a matter for chief officers and police and crime commissioners relative to their own policing areas. It should be carried out in consultation with force HR departments to ensure legal compliance, and staff associations, which may provide advice and support. Further information should be sought by referring to local force guidance.
10 Training and development

10.1

Before designating a person as a PCSO, a chief officer (or director general) must be satisfied that the person:

- is suitable to carry out the functions for the purposes of which they are designated
- is capable of effectively carrying out those functions
- has received adequate training to carry out the core functions of the PCSO role as outlined in the national standard for PCSO learning and assessment in England and Wales under the Police Educational Qualifications Framework (PEQF).

10.2

This places a clear duty of care on forces to ensure that all PCSOs are capable of fulfilling their role and that they are trained effectively before they are deployed to their duties.

10.3

The College of Policing in partnership with Higher Education and key stakeholders across the service has developed a full national curriculum to support the requisite learning of PCSOs under the PEQF. This curriculum is accredited by national qualifications offered by either HE or Ofqual regulated national awarding organisations.

HEIs administered qualifications will have the title:

- Level 4 HE Certificate in Community Policing Practice.

Ofqual regulated awarding organisations administered qualifications will be titled:

- RQF Level 4 Diploma in Community Policing Practice.

Regardless of which of the above qualifications is undertaken, the assessments criteria and standards are exactly the same. The College of Policing monitors all developed qualifications to ensure conformity to these assessment standards.

To ensure programmes have been developed in accordance with the national core requirements (outlined in the national PCSO Programme Specification available through the College’s Managed Learning Environment), full evidence of conformity must be confirmed through the College’s Quality Standards Assessment process, prior to delivery of any PCSO entry programme.
It is expected that forces will work with educational partners to deliver PCSO entry programmes, although within this framework of professional education partnership there is scope for forces to function as sole deliverers of PCSO programmes. This is subject to them being able to demonstrate clear capability to deliver all aspects of the new Level 4 educational curriculum to an appropriate standard. An example of a topic this could cover is criminology; the principles and practice of evidence-based policing, and effective problem-solving approaches.

10.4 The National Policing Curriculum (NPC) comprises training standards which have been designed to fully meet the community policing needs of all PCSOs in England and Wales. It enables PCSO learning programmes to be created for the education and professional development of PCSOs, meeting all regulatory requirements of the various relevant educational systems, including the Institute for Apprenticeships (IfA), Department for Education (DfE), Quality Assurance Agency (QAA), HE, Ofqual and Ofsted, and fully mapped to Authorised Professional Practice.

10.5 The NPC for PCSOs is divided into a number of subject-related categories of learning relating to the core functions of PCSOs and linked directly to the assessment criteria of relevant PCSO qualifications (outlined previously).

### Initial Learning

10.6 PCSO Initial Learning under the PEQF is delivered in one of two ways: either via a PCSO apprenticeship or by a non-apprenticeship entry programme.

The PCSO apprenticeship entry route is further sub-divided into:

- A PCSO English apprenticeship
- A PCSO Welsh apprenticeship.

Regardless of which entry route is chosen, all national PCSO programmes under the PEQF are based on the same underpinning learning outcomes and assessment criteria, and each is accredited by one or other of the same national PCSO qualifications (outlined previously).

As previously mentioned, where forces can demonstrate they have the capability to deliver all aspects of the PCSO curriculum, they are at liberty to do so. That said all PCSO training delivered locally must be accredited by a confirmed national qualification. Therefore, in all other circumstances forces will need to develop partnerships with either an awarding organisation or HE to accredit the learning with one or other qualification previously mentioned.¹⁰

¹⁰ [https://profdev.college.police.uk/recognition-prior-experience-learning/information-and-guidance/guidance-higher-education-providers/]
PCSO English apprenticeship

10.7
The English apprenticeship lasts a minimum of 12 months and culminates in the apprentice undertaking an End-Point Assessment administered by an independent End-Point Assessment Organisation (EPAO) before they can complete the apprenticeship. The apprenticeship must also contain a confirmed PCSO national qualification.

Under the English apprenticeship, forces can draw down up to £9000 per apprentice (+£2000 for young or disadvantaged candidates) from their Apprenticeship Levy Pot to cover the costs of the learning and assessment.

PCSO Welsh apprenticeship

10.8
Under the Welsh PCSO Apprenticeship Framework, apprenticeships will last at least 12 months and culminate in achieving a national confirmed PCSO qualification.

As with English apprenticeships, the Welsh apprenticeship will deliver the national PCSO curriculum outcomes, and assess against the national PCSO Assessment Criteria, although Welsh apprenticeships will not contain a formal End-Point Assessment.

PCSOs on apprenticeships will be on probation until they have successfully completed the apprenticeship.

Non-apprenticeship PCSO entry

10.9
In order to be fully compliant with the national standards of learning and assessment for PCSOs as stipulated by the College of Policing, non-apprenticeship entry programmes (as with apprenticeship entry programmes) must meet any criteria set out in the national PCSO Programme Specification, including:

- meeting all the learning outcomes of the national PCSO PEQF curriculum
- containing a confirmed national PCSO qualification (outlined previously)
- containing learning and assessment (related to both knowledge and understanding and the application of skills in the workplace)
- lasting at least 12 months (dictated by both the size of the curriculum and the credit value (120) of the qualification)
- providing evidence against the full PCSO competence criteria, collated in an Operational Competence Portfolio (OCP).

10.10
From initial training, through to the initial stages of deployment and throughout the whole of the probationary period, there needs to be a structured monitoring and development process comparable to that of probationer
constables. Appropriate monitoring documentation, similar to an Occupational Competence Portfolio (OCP) for probationer constables, should be used to achieve this.

10.11 All PCSOs should undertake regular continuation training in self-defence and first aid, as recommended by local force procedures and College of Policing directives.

10.12 Further training aimed at enhancing and building on current skills should also be designed according to local need, then evidenced and subject to a learning-needs analysis.

10.13 Whenever new powers become available, individual forces need to ensure that PCSOs have been adequately trained and are capable of using those additional powers effectively before the chief officer designates them.

10.14 Some forces have trained and appointed current PCSOs as tutors or mentors. This should be seen as good practice, particularly as it develops PCSOs laterally in the absence of a career pathway beyond their core role. They are responsible for carrying out a period of mentoring or tutoring similar to the role of the tutor constable, having received the relevant training and accreditation.

Supervision and leadership

10.15 It is imperative that all those in the police service are aware of the importance of the role and exactly what it entails so that PCSOs are used effectively and appropriately.

10.16 Forces should look to ensure that current and new staff, both police officer and police staff members, receive an input on the role of the PCSO. This could be delivered in various ways and reinforced with internal methods of local communication.

10.17 It is essential that all supervisors, police officers and police staff are aware of the role of the PCSO and their responsibilities as supervisors. The Core Leadership and Development Programme includes an element on managing volunteers and teams and prepares staff to lead and supervise PCSOs effectively.

Development

10.18 PCSOs often bring a wealth of academic and life experiences, which should be used to engage and enhance their role within the community. There is much good practice in forces where PCSOs have been deployed effectively and have the time to develop community projects and campaigns, become specialists in certain areas of police business, and build good relationships with partners to address community issues. For example:
Training and development

- developing projects to engage the more vulnerable and minority sections of the community
- anti-bullying campaigns
- initiatives to combat substance misuse
- youth engagement to reduce anti-social behaviour
- specialising in rural crime issues
- crime prevention initiatives among the business area community
- supporting CONTEST\textsuperscript{11}, the government’s counter-terrorism strategy as part of community preventative initiatives with partners.

10.19
Given the specific role of PCSOs, they have a limited opportunity to develop, which can mean they spend several years gaining a range of skills and abilities yet have no formal recognition to show for this. PCSOs should be encouraged and supported to undertake academic and work-based assessment qualifications to enhance their skills.

Forces need to equip their PCSOs in accordance with their different plans for deployment and with health and safety considerations.

Access to vehicles in rural areas may be necessary, although the clear emphasis of PCSOs is high-visibility foot or cycle patrol. In urban areas, walking, cycling or public transport should be sufficient to allow PCSOs to patrol effectively.

Where PCSOs are allocated force vehicles, these should be liveried so that the public recognises them as belonging to the police.

PCSOs should be recognisable to the public as police staff but visibly distinct from regular police officers. The Home Office preference is that PCSOs look similar across the country.

An example of uniform entitlement is shown in Appendix G. While it is understood that forces may wish to vary from the norm, this should be done on objective grounds (such as economy), which can be audited.

Forces should also note that there are special safety considerations about headgear (eg, level of head protection) and reflective wear (eg, European standard EN471). A rigorous health and safety risk assessment should identify the safety standards which apply. Forces should also be in a position to respond to any national changes in relation to head protection as they emerge.

The issue of additional badging, for example, to reflect that a PCSO has been provided via a local source of funding such as a local authority should be avoided. This has the potential to lead to confusion with local authority funded wardens so is not recommended as good practice. This position should be outlined to any partner agency prior to the start of any partnership agreement.

\textsuperscript{12} https://www.gov.uk/government/publications/counter-terrorism-strategy-contest-2018
Appointments

Appointments need to be considered in light of the type of duties envisaged. PCSOs will need access to:

- communication (airwave terminal or mobile telephones in rural areas with poor coverage)
- a means of recording evidence in respect of offences they deal with or witness (a pocket notebook, incident or offence booklet or equivalent)
- equipment for their protection in accordance with health and safety risk assessments.

Each force will need to consider what level of personal protective equipment will be appropriate to its PCSOs. Passive protective equipment, eg, body armour has become commonplace and forces should consider issue of this equipment in light of local health and safety assessments.

Body worn cameras should be made available to PCSOs wherever possible.

The current assessment of the PCSO role indicates there is no requirement for the issue of incapacitant spray and baton. Where the power to detain has been conferred, appropriate personal protective equipment should be available to meet their safety needs and in accordance with the outcomes of a thorough risk assessment.

Summary

There are substantial legislative and regulatory considerations that need to be taken into account prior to the issuing of personal protective equipment (PPE) to PCSOs. There are also considerable officer safety training requirements associated with the issuing and use of PPE, and forces will need to be in a position to commit resources to both initial and regular refresher training. Training is, however, essential and forces must be able to demonstrate adequate levels of competence in the event of any subsequent complaint, challenge or litigation.

Forces must clearly define the role and powers of their PCSOs prior to making decisions about PPE.
Appendix A

Neighbourhood policing guidelines

The Policing Vision 2025 describes how the link between the police and the public will continue to form the bedrock of British policing. The defining features of neighbourhood policing can be traced back to the Peelian principles. The clear emphasis on prevention, and the recognition that the police are part of the community and that their power depends on public approval, are as important today as they were at the inception of the police service. There have been different approaches to neighbourhood policing, and, on occasion, different names, however a connection to the original foundations has remained throughout.

Previous guidelines were based upon the National Reassurance and National Neighbourhood Policing programmes and supported by substantial investment in dedicated neighbourhood resources. The focus was on establishing public priorities to reduce crime and the fear of crime and improve public confidence in the police, recognising the importance of this for maintaining police legitimacy.

The context now is different. Demand on policing services continues to escalate at a time of decreasing resources, particularly for those dedicated to local roles, strengthening the need to find sustainable system-wide solutions across public services. Increased reporting of crime committed in private spaces, often against the most vulnerable in our communities, coupled with new and emerging threats means that the day-to-day activities of neighbourhood policing teams have changed dramatically. At the same time, they are using new technologies to engage communities and solve crime, and they are working to strengthen partnerships in new areas, for example, around mental health and social care.

When implemented effectively, the benefits of neighbourhood policing, whether directed at geographic communities or communities that share an interest, can include:

- a flow of vital community intelligence on a range of issues, from neighbourhood to national security
- promoting community safety, and feelings of safety
- preventing crime and disorder
- protecting the vulnerable and reducing repeat demands
- the opportunity to create resilient communities less reliant on police support
- the legitimacy necessary to enable policing by consent.
At its best, and when properly integrated with other services, neighbourhood policing becomes an important part of neighbourhood management, which then has broader benefits for all.

In its 2016 Police Effectiveness Report, HMICFRS raised concerns that local policing had been eroded and that many forces had failed to ‘redefine’ neighbourhood policing in the context of reduced budgets and changing demand. These guidelines have been developed to directly address that concern. While they do not cover force structures and neighbourhood policing resources, as these are matters for chief constables and police and crime commissioners, they do provide an evidence base to assist forces in designing and implementing a modern neighbourhood policing function to get the best from local investment.

In developing these guidelines, College staff sifted through over 1,600 studies for relevance and quality, supplemented with a call for practice evidence which received over 200 responses from forces and local partnerships. A guideline committee of frontline practitioners, subject matter experts and academics, who shared their experiences and views to augment the research material, oversaw their development. This is just the starting point. While the guidelines are based on the best available current evidence, we intend to develop a comprehensive set of in-practice examples to enable forces to identify how the guideline principles are being used to practical effect. In addition, where there is an absence of evidence for newly emerging neighbourhood policing practice, we will work with forces to fill that gap.

Neighbourhood policing remains an essential element of modern policing. These guidelines focus on enabling the whole of the policing system to operate, and ensure forces have the best available evidence on which to implement it effectively.

DCC Gavin Stephens

College guideline committee chair and NPCC lead for neighbourhood policing
Defining neighbourhood policing

The defining features of neighbourhood policing are:

- Police officers, staff and volunteers being accessible to, responsible for and accountable to communities.
- Community engagement that builds trust and develops a sophisticated understanding of community needs.
- Collaborative problem solving with communities supported by integrated working with private, public and voluntary sectors.

The combination of these features distinguishes neighbourhood policing from other broader policing functions. It is an essential part of the UK policing approach that aims to connect our communities directly and seamlessly to specialist policing services at local, regional and national level. It recognises that those involved in neighbourhood policing need time and space to work in a proactive and preventative way to:

- protect local neighbourhoods or communities
- safeguard the vulnerable
- manage and divert offenders
- earn community confidence.

It encourages the use of locally tailored evidence-based practice to have a sustained impact on reducing harm, repeat demand and increasing community resilience. Alongside community engagement, it requires effective data sharing between different agencies for problems to be identified and properly understood, and for effective decision-making and action at the neighbourhood level. Defining problems with precision helps to better target action, assess the effect of interventions and ensure limited resources are not wasted on ineffective activities.

Supporting neighbourhood policing

Levels of investment and organisational structures are matters for police and crime commissioners and chief constables. However, a modern neighbourhood policing approach is directly in support of the Policing Vision 2025. In order for it to be effective, active political and operational leadership at senior levels must support its implementation. For example, there is a need to ensure sufficient capacity, capability and continuity of resources – in line with available funding, agreed priorities and needs – to enable productive and trusting relationships with communities and partners to be maintained.
Summary of the guidelines

A College guideline committee – consisting of frontline practitioners and subject matter experts, supported by College of Policing specialists – has developed seven guidelines on implementing effective neighbourhood policing.

The guidelines cover the following areas:

<table>
<thead>
<tr>
<th>1. Engaging communities</th>
<th>Guidelines on delivering neighbourhood policing</th>
</tr>
</thead>
<tbody>
<tr>
<td>2. Solving problems</td>
<td></td>
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<tr>
<td>3. Targeting activity</td>
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<tr>
<td>4. Promoting the right culture</td>
<td>Guidelines on supporting neighbourhood policing</td>
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<tr>
<td>5. Building analytical capability</td>
<td></td>
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<tr>
<td>6. Developing officers, staff and volunteers</td>
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<tr>
<td>7. Developing and sharing learning</td>
<td>Evidence gaps</td>
</tr>
</tbody>
</table>

The guidelines are informed by the best available evidence, be that practitioner knowledge and experience and/or social research.

Evidence base ratings:

- Overall strength of the empirical evidence
- Availability of practitioner evidence
Delivering neighbourhood policing

1. **Engaging communities**

Chief officers should work with police and crime commissioners to deliver and support neighbourhood policing and they must ensure it is built on effective engagement and consultation with communities.

Essential elements include:

- Officers, staff and volunteers being responsible for and having a targeted visible presence in neighbourhoods.
- A clearly defined and transparent purpose for engagement activities.
- Regular formal and informal contact with communities.
- Making information available to communities about local crime and policing issues.
- Engagement that is tailored to the needs and preferences of different communities.
- Using engagement to identify local priorities and inform problem solving.
- Officers, staff and volunteers providing feedback and being accountable to communities.
- Officers, staff and volunteers supporting communities, where appropriate, to be more active in the policing of their local areas.

Community engagement in neighbourhoods should:

- Provide an ongoing two-way dialogue between the police and the public.
- Enable the police to develop a better understanding of communities and their needs, risks and threats.

This guideline is underpinned by chapter 5, section 34 of the Police Reform and Social Responsibility Act 2011 which provides a legal requirement for chief officers to make arrangements to consult with the public in each neighbourhood, provide local information about crime and policing and hold regular public meetings.

**Empirical evidence:** good | moderate | limited

**Practitioner evidence:** available
Delivering neighbourhood policing

2. Solving problems

Chief officers should ensure officers, staff and volunteers use structured problem solving to deal with local priorities, working collaboratively with communities and, where appropriate, private, public and voluntary sector partners.

Essential elements include:

- A focus on proactive prevention.
- Systematic use of a structured problem-solving process, such as SARA (scanning, analysis, response, assessment).
- Detailed problem specifications based on multiple sources of information.
- Involving communities in each stage of the problem-solving process.
- Using evidence-based and innovative responses that target the underlying causes of problems and are tailored to local context.
- Routinely assessing the impact of responses and sharing good practice.
- Integration with other parts of the organisation to support its delivery.
- Working with partners (e.g., by sharing data and analytical resource and delivering responses).

Problem solving in neighbourhoods should:

- Enable police and partners to address long-term issues affecting communities and provide reassurance.
- Reduce demand on the police service and partners.

1 Hereafter ‘partners’

Empirical evidence: good | moderate | limited

Practitioner evidence: available
Supporting neighbourhood policing

3. Targeting activity

Chief officers should ensure policing activities within neighbourhoods are targeted according to the needs of different communities, taking account of threat, risk, harm and vulnerability.

Essential elements include:

- Scanning and analysis that takes account of all relevant information (including public perceptions) in order to target people and places effectively.
- Identifying what different communities need from neighbourhood policing (including reassurance and harm reduction).
- Identifying and prioritising those people, groups and places with the greatest needs.
- Being clear about how police and partner responses are coordinated and target places, victims and offenders.

Targeting activity should:

- Provide greater focus to community engagement, problem solving, prevention and early intervention.
- Inform resource deployment decisions.
- Lead to a more coordinated response with partners and reduce demand.

Empirical evidence: good | moderate | limited
Practitioner evidence: available
Supporting neighbourhood policing

4. Promoting the right culture

Chief officers should promote an organisational culture that encourages the public to participate in neighbourhood policing. They should take steps to ensure that all police contact with colleagues, partners and the public seeks to build trust and is consistent with procedural justice.

Essential elements include:

- Treating people fairly and with dignity and respect.
- Giving people a chance to express their views, listening and taking them into account.
- Making impartial decisions and explaining how they were reached.
- Being open and honest.

Promoting procedural justice should:

- Lead to officers, staff and volunteers treating the public fairly and with respect.
- Improve public confidence in the police.
- Increase local capacity by increasing the willingness of communities to help the police, be involved and take greater ownership of problems.

2 Requiring fair decision making and respectful treatment

Empirical evidence: good | moderate | limited

Practitioner evidence: available
Supporting neighbourhood policing

5. Building analytical capability

Chief officers should ensure there is sufficient analytical capacity and capability necessary for problem solving.

Essential elements include:

- Officers, staff and volunteers thinking analytically when dealing with problems.
- Officers, staff and volunteers accessing appropriate data and tools to carry out their own analysis.
- Facilitating access to skilled analysts.
- Sharing of data, analysis and analytical resources between police and partners.
- Sharing of good practice within forces, across the service and with partners.

Effectively building analytical capacity and capability should:

- Ensure problem-solving activities are based on a good understanding of problems.
- Enable the impact and outcomes of responses to be assessed.
- Lead to greater efficiencies through the sharing of resource.

Empirical evidence: **good | moderate | limited**

Practitioner evidence: **available**
Supporting neighbourhood policing

6. Developing officers, staff and volunteers

Chief officers should work with the College of Policing to support and equip officers, staff and volunteers to work in neighbourhood policing and ensure they receive learning and continuing professional development in the areas identified in these guidelines.

Essential learning includes:

- Community engagement.
- Partnership working.
- Prevention.
- Problem solving.
- Procedural justice.

Effective learning and development should:

- Improve the knowledge and skills of officers, staff and volunteers in neighbourhood policing.
- Lead to stronger collaborations with communities and partners.

Empirical evidence: good | moderate | limited

Practitioner evidence: available
Evidence gaps

7. Developing and sharing learning

Chief officers should work with the College of Policing, the wider police service, partners and academia to identify and share learning about neighbourhood policing and current threats.

Evidence gaps include:

- How to identify and respond to those people and places that are vulnerable or high risk.
- The role of neighbourhood policing in reducing serious harm (eg, violent extremism, organised crime and exploitation).
- The police role in effective early interventions.
- How social media can be used to improve visibility and community engagement.
- How neighbourhood policing can make communities stronger and more cohesive.
- The effectiveness of different approaches to neighbourhood policing.

Developing and sharing this evidence should:

- Support forces to take a more evidence-based approach.
- Help the police to work better with partners.
- Lead to better integration between specialist units and neighbourhood policing.
- Lead to a better understanding of costs and benefits of different approaches and inform decisions about where to invest resources.

Empirical evidence: good | moderate | limited

Practitioner evidence: available
Appendix B

Police community support officer role profile

TRIAL DRAFT Policing professional profile

Police community support officer (PCSO)

<table>
<thead>
<tr>
<th>Job family:</th>
<th>Core</th>
</tr>
</thead>
<tbody>
<tr>
<td>Level:</td>
<td>Service deliverer</td>
</tr>
<tr>
<td>Code: (For College use only)</td>
<td>CR-SD-PCSO</td>
</tr>
</tbody>
</table>

Role purpose
(This section summarises the key function of the role)

PCSOs act as a key liaison point between local communities and policing. Publicly facing, they provide a visible, accessible and approachable uniformed presence in the community to offer reassurance, defuse situations with threats of conflict, improve confidence and trust, gather information and foster good community relations.

This role holds designated PCSO legal powers of enforcement in line with local force requirements to support the successful resolution, prevention and deterrent of local crime. PCSOs are also expected to respond to a wider range of non-criminal issues that contribute to vulnerability and safety within the community. They will be expected to act with discretion, making appropriate use of their designated powers and acting within force guidelines.
Key accountabilities
(This section details the key responsibilities required of the role)

- Maintain a highly visible community presence in accordance with local area needs to address issues of public concern, act as a deterrent to local crime and improve community confidence.

- Support ongoing police operations undertaking community-based activities as directed to gather, handle and submit information and intelligence, acting in line with legislation, policies and guidance, to support law enforcement.

- Support police officers in initial front-line response to incidents enabling resolution to and/or preventing escalation of low-level offending in line with their designated powers and remit.

- Develop close working relationships with key community bodies/individuals as directed to gather and provide information, support the vulnerable, promote community cohesion, identify and tackle low-level issues such as anti-social behaviour.

- Develop effective relationships with individuals, including the vulnerable and at risk, across the community, providing support and guidance to assess needs, prevent crime, respond to concerns and build trust in policing.

- Assist front line responses to more complex incidents as a first at scene responder, acting to contain, assess needs and/or provide support to ensure immediate public safety.

- Maintain awareness of potential and actual risks to individuals, escalating potential threats to public safety in line with force guidance to support the identification and resolution of issues.

- Support the identification and exploration of new ways of working and innovation in community policing, applying critical thinking to problems and issues within own area of responsibility.

- Support the implementation of evidence-based policing initiatives by championing and applying relevant approaches to own area of work.
Behaviours
(Outlines the behavioural requirements of the role)

All roles are expected to know, understand and act within the ethics and values of the police service.

The Competency and Values Framework (CVF) has six competencies that are clustered into three groups. Under each competency are three levels that show what behaviours will look like in practice.

It is suggested that this role should be operating or working towards the following levels:

<table>
<thead>
<tr>
<th>Resolute, compassionate and committed</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>We are emotionally aware</td>
<td>Level 1</td>
</tr>
<tr>
<td>We take ownership</td>
<td>Level 1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Inclusive, enabling and visionary leadership</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>We are collaborative</td>
<td>Level 1</td>
</tr>
<tr>
<td>We deliver, support and inspire</td>
<td>Level 1</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Intelligent, creative and informed policing</th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td>We analyse critically</td>
<td>Level 1</td>
</tr>
<tr>
<td>We are innovative and open-minded</td>
<td>Level 1</td>
</tr>
</tbody>
</table>
Education, qualifications, skills and experience

(Outlines the skills and educational and qualification requirements to be able to fulfil the role, this criteria should be considered as part of an individual’s PDR)

Prior education and experience:

- Typically, a PCSO will have achieved a Level 3 qualification (or equivalent) prior to entry.
- Successfully achieved employment through recruitment (local force criteria).

Policing Education and Qualification Framework (PEQF):

- From April 2020, new entrants will be required to achieve a Level 4 qualification in policing to be confirmed in post, in line with the requirements of the PEQF.

Please note: While the academic requirement of the PEQF for PCSOs has been agreed, the timeframe for mandating and transitioning to application of the Level 4 qualification remains subject to review.

Skills:

- Able to develop knowledge and understanding of a local community, including society composition, the needs of the vulnerable and local safety issues.
- Good verbal communication skills with the ability to listen to others, and to reason and defuse situations, particularly in confrontational circumstances.
- Able to proactively develop effective working relationships with colleagues, partners and other stakeholders, which build rapport, trust and confidence.
- Good team-working skills demonstrating awareness of individual differences.
- Able to break down a straightforward problem into component parts, assess cause and effect and determine appropriate action.
- Able to interpret and apply guidance to a specific activity.
- Able to write concise reports or other documents.
- Able to identify potential opportunities to enhance efficiency and/or effectiveness within own area of work.
- Able to review own performance objectively and to take steps to maintain and enhance competence and professional standards appropriate to the role.
- Good time management skills with the ability to plan and prioritise own work.
- Skilled in the use of use standard IT packages, systems and/or databases to fulfil role requirements.
- Skilled in applying personal safety tactics and the use of equipment where applicable.
- Able to develop and maintain personal resilience.
Appendix B

Continuing professional development (CPD) requirements
(Outlines possible CPD activities which will enable the individual to maintain and enhance competence in the role, refer also to College of Policing CPD framework)

- Maintain currency of College of Policing guidance, best practice and any local policy applicable to the operational policing context.
- Maintain and update key knowledge, understanding and skills relating to legislation policy and practice across all functional policing areas of operational policing.
- Maintain knowledge and understanding of new approaches identified by evidence-based policing research and problem solving and synthesise these into working practice.
- Maintain a working knowledge and understanding of new and evolving crime threats and priorities and of current best practice to tackle these to enable a pro-active and preventative approach.
- Complete all annual and mandatory training.
- Maintain knowledge and understanding of community engagement methods and opportunities and synthesise these into working practice.
- Undertake learning and assessment related to any additional policing powers conferred on them by their chief constable according to force needs.

Professional registration/licences
(Outlines any ongoing registration or licensing requirements of the role)

Not applicable.

Links to other profiles:
(Indicates links to NPoCC role profiles, or other professional profiles which should be read in conjunction with this professional profile, please note this may not be exhaustive)

Not applicable.
Appendix C

Police community support officers 2017 powers

Schedule 11 - Policing and Crime Act 2017 (PCSO-specific powers for designation)

Under schedule 11 of the Policing and Crime Act 2017

The following extract from the Policing and Crime Act 2017 outlines PCSO-specific powers which may be designated by chief officers to their PCSOs:

1. Introduction

1(1) The designation of a person under section 38 as a community support officer or a community support volunteer may provide for any of paragraphs 2 to 11 to apply to the community support officer or the community support volunteer.

1(2) The designation may provide for any such paragraph to apply—
(a) to its full extent, or
(b) only in cases or circumstances described in the designation.

1(3) Where the designation provides for any of those paragraphs to apply—
(a) the community support officer or community support volunteer has any power or duty described in the paragraph as a power or duty of a community support officer or community support volunteer (subject to provision included in the designation under sub-paragraph (2)(b) or section 38(7A)), and
(b) any provision made by the paragraph in connection with the exercise of the power or the performance of the duty applies in relation to the exercise of the power or the performance of the duty by the community support officer or community support volunteer.

1(4) In this Schedule—
(a) CSO’ means a person designated by a chief officer of police as a community support officer under section 38;
(b) ‘CSV’ means a person designated by a chief officer of police as a community support volunteer under section 38;
(c) ‘the relevant police area’, in relation to a CSO or CSV, means the police area for which the police force in question is maintained.

1(5) Expressions used in this Schedule and in the 1984 Act have the same meanings in this Schedule as in that Act.
2. Powers to issue fixed penalty notices

2(1) A CSO or CSV has the power of an authorised officer of a litter authority to give a notice under section 88 of the Environmental Protection Act 1990 (fixed penalty notices in respect of litter) in relation to an individual whom the CSO or CSV has reason to believe has committed an offence under section 87 of that Act at a place within the relevant police area.

2(2) A CSO or CSV has the power of an authorised officer of a local authority to give a notice under section 43(1) of the Anti-Social Behaviour Act 2003 (penalty notices in respect of graffiti or fly-posting) in relation to an individual whom the CSO or CSV has reason to believe has committed an offence that is a relevant offence for the purposes of section 43(1) at a place within the relevant police area.

2(3) A CSO or CSV designated under section 38 by the Commissioner of Police of the Metropolis has the power of an authorised officer of a borough council to give a notice under section 15 of the London Local Authorities Act 2004 in relation to an individual whom the CSO or CSV has reason to believe has committed an offence under section 38(1) of the London Local Authorities Act 1990.

2(4) A CSO or CSV designated under section 38 by the Commissioner of Police for the City of London has the power of an authorised officer of a borough council to give a notice under section 15 of the London Local Authorities Act 2004 in relation to an individual whom the CSO or CSV has reason to believe has committed an offence under section 27(1) of the City of Westminster Act 1999 (unlicensed street trading).

2(5) A CSO or CSV has the power of an authorised officer of an authority to give a notice under section 237A of the Local Government Act 1972 or under section 12 of the Local Government Byelaws (Wales) Act 2012 (fixed penalty notices in relation to offences against certain byelaws) in relation to an individual whom the CSO or CSV has reason to believe has committed an offence against a listed byelaw at a place within the relevant police area.

2(6) A byelaw is a ‘listed byelaw’ for the purposes of sub-paragraph (5) if, at the time the CSO or CSV gives the notice—

(a) it is a byelaw to which section 237A of the Local Government Act 1972 or to which section 12 of the Local Government
Byelaws (Wales) Act 2012 (fixed penalty notices in relation to offences against certain byelaws) applies, and

(b) the chief officer of police for the relevant police area and the authority that made the byelaw have agreed to include it in a list of byelaws kept for the purposes of sub-paragraph (5).

2(7) The chief officer of police for the relevant police area must publish the list of byelaws kept for the purposes of sub-paragraph (5) in such a way as to bring it to the attention of members of the public in localities where the byelaws in the list apply.

2(8) The list of byelaws kept for the purposes of sub-paragraph (5) may be amended from time to time by agreement between the chief officer of police and the authority, by adding byelaws to it or removing byelaws from it.

2(9) Where the list of byelaws is amended, the amended list must be published by the chief officer as mentioned in sub-paragraph (7).

3. Powers to require names and addresses

3(1) A CSO or CSV may require a person to give his or her name and address if the CSO or CSV has reason to believe that—

(a) the person has committed a relevant offence in the relevant police area, or

(b) the person has committed a relevant licensing offence (whether or not in the relevant police area).

3(2) A person who fails to comply with a requirement under sub-paragraph (1) is guilty of an offence and liable on summary conviction to a fine not exceeding level 3 on the standard scale.

3(3) In this paragraph, ‘relevant offence’ means any of the following offences—

(a) an offence in respect of which the CSO or CSV is authorised to give a penalty notice (whether in consequence of paragraph 2 of this Schedule or in consequence of provision included in his or her designation in reliance on section 38(6B)(a))

(b) an offence under section 3 or 4 of the Vagrancy Act 1824

(c) an offence committed in a specified park which by virtue of section 2 of the Parks Regulation (Amendment) Act 1926 is an offence against the Parks Regulation Act 1872
(d) an offence under section 39 of the Anti-Social Behaviour, Crime and Policing Act 2014
(e) an offence under a listed byelaw
(f) an offence the commission of which appears to the CSO or CSV to have caused—
   (i) injury, alarm or distress to any other person, or
   (ii) the loss of, or any damage to, any other person’s property.

3(4) In this paragraph, ‘relevant licensing offence’ means an offence under any of the following provisions of the Licensing Act 2003—

(a) section 141 (otherwise than by virtue of subsection (2)(c) or (3) of that section)
(b) section 142
(c) section 146(1)
(d) section 149(1)(a), (3)(a) or (4)(a)
(e) section 150(1)
(f) section 150(2) (otherwise than by virtue of subsection (3)(b) of that section)
(g) section 152(1) (excluding paragraph (b)).

3(5) A byelaw is a ‘listed byelaw’ for the purposes of sub-paragraph (3)(e) if, at the time the CSO or CSV requires a person to give his or her name and address—

(a) it is a byelaw which has been made by a relevant body with authority to make byelaws for any place within the relevant police area, and
(b) it is included in the list of byelaws published for the purposes of this paragraph by the chief officer of police for the relevant police area.

3(6) A byelaw may be included in the list of byelaws published for the purposes of this paragraph only if the chief officer of police and the relevant body which made the byelaw agree that it should be included.

3(7) The chief officer of police for the relevant police area must publish the list in such a way as to bring it to the attention of members of the public in localities where the byelaws in the list apply.

3(8) The list of byelaws published for the purposes of this paragraph may be amended from time to time by agreement between the chief officer
of police and the relevant body, by adding byelaws to it or removing byelaws from it.

3(9) Where the list of byelaws is amended, the amended list must be published by the chief officer as mentioned in sub-paragraph (8).

3(10) In sub-paragraphs (5), (6) and (8), ‘relevant body’ means—

(a) in England, a county council, a district council, a London borough council or a parish council
(b) in Wales, a county council, a county borough council or a community council
(c) the Greater London Authority
(d) Transport for London
(e) an Integrated Transport Authority for an integrated transport area in England
(f) a combined authority established under section 103 of the Local Democracy, Economic Development and Construction Act 2009
(g) a body specified in regulations made by the Secretary of State.

3(11) Regulations under sub-paragraph (10)(g) may provide, in relation to any body specified in the regulations, that the agreement mentioned in sub-paragraph (6) or (8) is to be made between the chief officer and the Secretary of State (rather than between the chief officer and the relevant body).

3(12) In the case of a relevant offence that is an offence under a listed byelaw (see sub-paragraphs (3)(e) and (5)), the power to impose a requirement under sub-paragraph (1) is exercisable only in a place to which the byelaw relates.

3(13) In its application in relation to an offence in respect of which the CSO or CSV is authorised to give a penalty notice under section 444A of the Education Act 1996 (penalty notice in respect of failure to secure regular attendance at school of registered pupil), sub-paragraph (1)(a) of this paragraph has effect as if the words ‘in the relevant police area’ were omitted.

3(14) In this paragraph, ‘specified park’ has the same meaning as in section 162 of the Serious Organised Crime and Police Act 2005.
4. Powers to search for and seize alcohol and tobacco

4(1) A CSO or CSV may search a person for alcohol or a container for alcohol if—

(a) the CSO or CSV has (in consequence of provision included in his or her designation in reliance on section 38(6B)(a)) imposed a requirement on a person to surrender alcohol or a container for alcohol under section 63(2) of the Anti-Social Behaviour, Crime and Policing Act 2014 or under section 1 of the Confiscation of Alcohol (Young Persons) Act 1997,

(b) the person has failed to comply with the requirement, and

(c) the CSO or CSV reasonably believes that the person has alcohol or a container for alcohol in his or her possession.

4(2) A CSO or CSV may search a person for tobacco or cigarette papers where—

(a) the CSO or CSV has (in consequence of provision included in his or her designation in reliance on section 38(6B)(a)) sought to seize the tobacco or cigarette papers under section 7(3) of the Children and Young Persons Act 1933 (seizure of tobacco from young persons),

(b) the person from whom the CSO or CSV sought to seize the item has failed to surrender it, and

(c) the CSO or CSV reasonably believes that the person has it in his or her possession.

4(3) The power to search under sub-paragraph (1) or (2)—

(a) is to do so only to the extent that is reasonably required for the purpose of discovering whatever the CSO or CSV is searching for, and

(b) does not authorise the CSO or CSV to require a person to remove any of his or her clothing in public other than an outer coat, jacket or gloves.

4(4) A person who without reasonable excuse fails to consent to being searched in the exercise of a power under this paragraph is guilty of an offence and is liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.

4(5) A CSO or CSV who proposes to exercise a power to search a person under sub-paragraph (1) or (2) must inform him or her that failing without reasonable excuse to consent to being searched is an offence.
4(6) If the person in question fails to consent to being searched, the CSO or CSV may require him or her to give the CSO or CSV his or her name and address.

4(7) If on searching the person the CSO or CSV discovers what he or she is searching for, the CSO or CSV may seize it and dispose of it.

5. Powers to seize and detain: controlled drugs

5(1) A CSO or CSV may exercise the powers conferred by sub-paragraph (2) or (3) in the relevant police area.

5(2) If the CSO or CSV—

(a) finds a controlled drug in a person’s possession (whether or not the CSO or CSV finds it in the course of searching the person in the exercise of a power or duty conferred or imposed by his or her designation under section 38), and

(b) reasonably believes that it is unlawful for the person to be in possession of it, the CSO or CSV may seize it and retain it.

5(3) If the CSO or CSV—

(a) either—

(i) finds a controlled drug in a person’s possession (as mentioned in sub-paragraph (2)(a)), or

(ii) reasonably believes that a person is in possession of a controlled drug, and

(b) reasonably believes that it is unlawful for the person to be in possession of it, the CSO or CSV may require the person to give the CSO or CSV his or her name and address.

5(4) If, in exercise of the power conferred by sub-paragraph (2), the CSO or CSV seizes and retains a controlled drug, the CSO or CSV must—

(a) if the person from whom it was seized maintains that he or she was lawfully in possession of it, tell the person where inquiries about its recovery may be made, and

(b) comply with a constable’s instructions about what to do with it.

5(5) A person who fails to comply with a requirement imposed under sub-paragraph (3) is guilty of an offence and liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.

5(6) In this paragraph, ‘controlled drug’ has the same meaning as in the Misuse of Drugs Act 1971.
6. Powers to seize and detain: psychoactive substances

6(1) A CSO or CSV may exercise the powers conferred by sub-paragraph (2) or (3) in the relevant police area.

6(2) If the CSO or CSV—

(a) finds a psychoactive substance in a person’s possession (whether or not the CSO or CSV finds it in the course of searching the person in the exercise of a power or duty conferred or imposed by his or her designation under section 38), and

(b) reasonably believes that it is unlawful for the person to be in possession of it, the CSO or CSV may seize it and retain it.

6(3) If the CSO or CSV—

(a) either—

(i) finds a psychoactive substance in a person’s possession (as mentioned in sub-paragraph (2)(a)), or

(ii) reasonably believes that a person is in possession of a psychoactive substance, and

(b) reasonably believes that it is unlawful for the person to be in possession of it, the CSO or CSV may require the person to give the CSO or CSV his or her name and address.

6(4) If, in exercise of the power conferred by sub-paragraph (2), the CSO or CSV seizes and retains a psychoactive substance, the CSO or CSV must—

(a) if the person from whom it was seized maintains that he or she was lawfully in possession of it—

(i) tell the person where inquiries about its recovery may be made, and

(ii) explain the effect of sections 49 to 51 and 53 of the Psychoactive Substances Act 2016 (retention and disposal of items), and

(b) comply with a constable’s instructions about what to do with it.

6(5) Any substance seized in exercise of the power conferred by sub-paragraph (2) is to be treated for the purposes of sections 49 to 53 of the Psychoactive Substances Act 2016 as if it had been seized by a police or customs officer under section 36 of that Act.
Section 50 of that Act applies in relation to any such substance as if the reference in subsection (1)(b) to the police or customs officer who seized it were a reference to the CSO or CSV who seized it.

6(6) A person who fails to comply with a requirement imposed under sub-paragraph (3) is guilty of an offence and liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.

6(7) In this paragraph, ‘police or customs officer’ and ‘psychoactive substance’ have the same meaning as in the Psychoactive Substances Act 2016.

7. Powers to detain pending arrival of a constable etc.

7(1) A CSO or CSV may require a person to wait with the CSO or CSV, for a period not exceeding 30 minutes, for the arrival of a constable where—

(a) the CSO or CSV has required the person to give his or her name and address (whether in consequence of paragraph 3, 4(6), 5(3) or 6(3) or in consequence of provision included in his or her designation in reliance on section 38(6B)(a)), and

(b) either—

(i) the person has failed to comply with the requirement, or

(ii) the CSO or CSV has reasonable grounds for suspecting that the person has given a name or address that is false or inaccurate.

7(2) Sub-paragraph (1) does not apply if the requirement to give a name and address was imposed in connection with a relevant licensing offence mentioned in paragraph 3(4)(a), (c) or (f) which the CSO or CSV believes to have been committed on licensed premises (within the meaning of the Licensing Act 2003).

7(3) A CSO or CSV may require a person to wait with the CSO or CSV, for a period not exceeding 30 minutes, for the arrival of a constable where—

(a) the CSO or CSV has reason to believe that the person is committing an offence under section 3 or 4 of the Vagrancy Act 1824,

(b) the CSO or CSV requires the person to stop doing whatever gives rise to that belief, and

(c) the person fails to stop as required.
7(4) A person who has been required under sub-paragraph (1) or (3) to wait with a CSO or CSV may, if requested to do so, elect that (instead of waiting) he or she will accompany the CSO or CSV to a police station in the relevant police area.

7(5) Where the person does not elect to accompany the CSO or CSV to the police station, and the constable arrives within the period of 30 minutes, the CSO or CSV is under a duty to remain with the person and the constable until the CSO or CSV has transferred control of the person to the constable.

7(6) Where the person does elect to accompany the CSO or CSV to the police station—

(a) the CSO or CSV is under a duty to remain at the police station until the CSO or CSV has transferred control of the person to the custody officer there,

(b) until control is transferred, the CSO or CSV is treated for all purposes as having the person in his or her lawful custody, and

(c) for so long as the CSO or CSV remains at the police station or in its immediate vicinity (whether before control of the person is transferred or afterwards), the CSO or CSV is under a duty to prevent the person’s escape and to assist in keeping the person under control.

7(7) A person who—

(a) makes off while subject to a requirement under sub-paragraph (1) or (3), or

(b) makes off while accompanying a CSO or CSV to a police station in accordance with an election under sub-paragraph (4), is guilty of an offence and liable, on summary conviction, to a fine not exceeding level 3 on the standard scale.
8. Powers to search etc. individuals detained under paragraph 7

8(1) A CSO or CSV may exercise the powers set out in sub-paragraphs (2) and (3) in relation to a person whom the CSO or CSV has required to wait for the arrival of a constable under paragraph 7(1) or (3) (whether or not that person makes an election under paragraph 7(4)).

8(2) If the CSO or CSV has reasonable grounds for believing that the person may present a danger to himself or herself or to others, the CSO or CSV may search the person.

8(3) If the CSO or CSV has reasonable grounds for believing that the person may have concealed on him or her anything which might be used to assist in escaping from lawful custody, the CSO or CSV may search the person for that thing.

8(4) The power conferred by sub-paragraph (2) or (3)—

(a) does not authorise a CSO or CSV to require a person to remove any of his or her clothing in public other than an outer coat, jacket or gloves;

(b) does authorise a search of a person’s mouth.

8(5) A CSO or CSV searching a person under sub-paragraph (2) may seize and retain anything that is found, if the CSO or CSV has reasonable grounds for believing that the person searched might use it to cause physical injury to himself or herself or to any other person.

8(6) A CSO or CSV searching a person under sub-paragraph (3) may seize and retain anything that is found, other than an item subject to legal privilege, if the CSO or CSV has reasonable grounds for believing that the person might use it to assist in escaping from lawful custody.

8(7) If a CSO or CSV seizes or retains anything under sub-paragraph (5) or (6), the CSO or CSV must—

(a) tell the person from whom it was seized where inquiries about its recovery may be made, and

(b) comply with a constable’s instructions about what to do with it.
9. Persons detained under paragraph 7: park trading offences

9(1) If a CSO or CSV reasonably suspects that a person required to wait for the arrival of a constable under paragraph 7(1) has committed a park trading offence, the CSO or CSV may take possession of anything of a non-perishable nature which—

(a) the person has in his or her possession or under his control, and
(b) the CSO or CSV reasonably believes to have been used in the commission of the offence.

9(2) The CSO or CSV may retain possession of the thing in question for a period not exceeding 30 minutes unless the person makes an election under paragraph 7(4), in which case the CSO or CSV may retain possession of the thing in question until he or she is able to transfer control of it to a constable.

9(3) In this paragraph ‘park trading offence’ means an offence committed in a specified park which is a park trading offence for the purposes of the Royal Parks (Trading) Act 2000.

9(4) In sub-paragraph (3), ‘specified park’ has the same meaning as in section 162 of the Serious Organised Crime and Police Act 2005.

10. Road traffic

10 A CSO or CSV has in the relevant police area the powers conferred on persons designated by regulations under section 99 of the Road Traffic Regulation Act 1984 (removal of abandoned vehicles).

11. Power to use reasonable force

11 A CSO or CSV has power to use reasonable force—

(a) to prevent a person whom the CSO or CSV has required under paragraph 7(1) or (3) to wait for a constable from making off, or to keep the person under control, at any time while the person is subject to the requirement;
(b) where such a person elects under paragraph 7(4) to accompany a CSO or CSV to a police station, to prevent the person from making off, or to keep the person under control, while the person is accompanying the CSO or CSV to the police station;
(c) where a CSO or CSV is fulfilling a duty imposed under paragraph 7(5) or (6), to prevent the person from making off (or escaping) and to keep him or her under control;

(d) where a CSO or CSV is exercising a power conferred by paragraph 8.

Schedule 10 – Policing and Crime Act 2017

The following extract outlines the police constable powers which cannot be designated to PCSOs.

Section 38(6B)(a) and (6D)

‘Schedule 3B designations under section 38

Part 1 excluded powers and duties of constables

1 Any power or duty of a constable to make an arrest.

2 Any power or duty of a constable to stop and search an individual or a vehicle or other thing.

3 The power of a constable, under section 36(4) of the Police and Criminal Evidence Act 1984, to perform the functions of a custody officer at a designated police station if a custody officer is not readily available to perform them.

4 Any power that is exercisable only by a constable of a particular rank.

5 Any power of a constable under—
   (a) the Terrorism Act 2000
   (b) the Terrorism Act 2006
   (c) the Counter-Terrorism Act 2008
   (d) the Terrorism Prevention and Investigation Measures Act 2011
   (e) the Counter-Terrorism and Security Act 2015.


7 The power of a constable to make an application on behalf of the Commissioner of Police of the Metropolis under section 19 or 21 of the Investigatory Powers Act 2016 (applications for warrants under Chapter 1 of Part 2 of that Act).
Part 2 application of legislation

8(1) Where a power or duty of a constable is conferred or imposed on a person designated under section 38—

(a) a reference to a constable (however expressed) in legislation relating to the power or duty includes a reference to the person designated under section 38;

(b) a reference in legislation to anything done in the exercise or purported exercise of the power, or in the performance or purported performance of the duty, includes a reference to anything done in the exercise or purported exercise of the power, or the performance or purported performance of the duty, by the person designated under section 38.

8(2) The Secretary of State may by regulations make provision for legislation relating to a power or duty of a constable specified in the regulations to apply in relation to a person designated under section 38 in a way that modifies or supplements the effect of sub-paragraph (1).

8(3) In this paragraph, ‘legislation’ means any provision of—

(a) an Act

(b) subordinate legislation within the meaning of the Interpretation Act 1978

(c) a Measure or Act of the National Assembly for Wales or an instrument made under a Measure or Act of that Assembly.’

Other policing powers

All other policing powers not mentioned in the above two sections may be designated to PCSOs at the discretion of the chief officer.
Appendix D

West Yorkshire Police designation card

Click here to view the West Yorkshire police designation card.
Appendix E

Intervention guidance

A logical process should be followed to apply an operational risk assessment and decision-making for all interventions. This will assist in assessing the benefits and risks of a situation and, as public authorities, actions will support the human rights of individuals, according to the acronym PLAN (proportionate, legal, accountable and necessary).

National Decision Model (NDM)

The NDM is a police framework designed to make the decision-making process easier and standardised. It should be used by all officers, decision makers and assessors involved in the decision process. Not only is it used for making decisions but also to assess and judge those decisions. It can also be used to improve future decisions and help to create techniques and methods for many different situations.

The NDM is based around the police force mission statement and the Code of Ethics, which should be considered when completing each of the stages. You should ask yourself whether the action you are considering is consistent with the Code of Ethics, what the police service would expect, and what the community and the public as a whole would expect of you.

The NDM stages are:

Stage 1

Gather information about the problem in hand. Not only should you work out what you do know, but what you do not know. You will use the information gathered in Stage 1 throughout the rest of the process and also when your decisions are being assessed and judged after the event.

Stage 2

Determine the threat, its nature and extent so that you can assess the situation and make the right decisions. Ask yourself, do you need to take the necessary action straight away or is this an ongoing problem? What is the most likely outcome and what would be the implications? Are the police the most appropriate people to deal with the problem, and are you best equipped to help resolve the problem at hand or would somebody else be better?
Stage 3
Knowing what the problem is, you will need to determine what powers you and the police have to combat the problem. Ask yourself which powers will be needed and if the required powers and policies need any additional or specialist assistance to be instigated or introduced. Is there any legislation that covers the process?

Stage 4
Armed with all of the information regarding the problem and any policies and other legislations that may exist, you are in a position to draw up a list of options. You should also use this opportunity to develop a contingency plan or a series of contingencies that can provide you with a backup plan if things do not go as expected.

Stage 5
Once you have determined the most appropriate action, it is time to put this in place. Perform the most desirable action and, if necessary, begin the process again to get the best results possible. Review the process and determine whether or not you could have done things better and what you would do in the future if you were faced with a similar, or the same, problem.
Appendix F

Uniform for police community support officers:

- police issue flat cap with reflective hatband edged/check in blue
- blue enamel hat badge with community support officer, police community support officer or force crest
- blue epaulettes with embroidered community support officer, police community support officer, numbers and designation
- tailored white/light blue/grey shirt or blue ‘wickimg style’ shirt with epaulettes
- blue or black tie (where tailored shirts are issued)
- issue trousers
- issue black leather belt
- PCSOs to provide their own black shoes
- blue jumper with community support officer or police community support officer embroidered badge
- issue blue or black Gore-Tex-type anorak with epaulettes/radio loops and community support officer or police community support officer embroidered badge
- waterproof trousers
- black gloves
- document pouch.
Police community support officer’s uniform – kit list example

Male issue:
Anorak with incorporated lining x1
Over trousers GS x1
Trousers HW x1
Trousers all weather x2
Shirts x7
Cap GS x1
Badge cap x1
Numerals epaulettes x2
Document pouch x1
Belt leather x1
Pullover unlined x2
Hi-viz overjacket (police staff) x1
Tie clip-on x2
Gloves black leather x1
Scarf woollen x1.

Female issue:
Anorak with incorporated lining x1
Over trousers GS x1
Trousers or skirt (choice) x3
Shirts x7
Bowler hat x1
Hat badge x1
Numerals epaulettes x2
Document pouch x1
Belt leather x1
Pullover unlined x2
Scarf woollen x1
Hi-viz overjacket (police staff) x1
Tie clip-on or cravat x2
Gloves black leather x1.

It is a matter for individual forces whether footwear is included in the standard issue list.
Appendix G

Personal protective equipment (PPE)

The legislative position

Issuing incapacitant spray, handcuffs and batons can be considered as options for police community support officers (PCSOs), however, given their role it is not expected that forces are required to do so as a matter of course.

Although the decision to issue handcuffs in support of the discretionary power of detention may have merit, any decision to issue PPE must be made following a detailed threat and risk assessment process, supported by approved training and assessment. The fundamental role of a PCSO, the geographical policing area and the ready availability of police officer assistance should also be considered in any decision to issue PPE.

Legal powers to use reasonable force are derived from various sources: section 3 Criminal Law Act 1967, section 117 Police and Criminal Evidence Act 1984, common law (breach of the peace) and common law (self-defence).

Incapacitant spray

This is a prohibited weapon under section 5(1)(b) Firearms Act 1968. Section 54(3) of the Act states that a person is exempt from section 5(1)(b) if they are:

- a member of a police force
- a civilian officer, or
- included in certain other categories specified in the Act.

A PCSO is exempt from the firearms legislation by virtue of subsection (b) and it is lawful for a PCSO to possess CS spray under the direction and control of a chief officer of police.

Baton

A baton is an offensive weapon by virtue of section 1(1) Prevention of Crime Act 1953, being specifically made for causing injury. Possession of such an item is not an offence where lawful authority exists, therefore, possession of a baton by a PCSO on duty, where authorised by a chief officer, will be lawful.
Handcuffs

The possession of handcuffs is not prohibited by law, however, their use could amount to an assault unless it can be justified. Justification is achieved through establishing a legal right to use handcuffs, and good objective grounds for doing so. Police staff should be familiar with the principles governing the use of force, and should apply these principles when using handcuffs. Domestic law and the European Convention on Human Rights, in particular Articles 2, 3 and 8, provide that, where possible, non-violent means should be used to resolve an incident before force is used. The use of force must be absolutely necessary for the purpose permitted by law. The amount of force used must be reasonable and proportionate, meaning the degree implemented should be the minimum required in the circumstances to achieve the lawful objective.
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