Working with new and emerging communities
A guide for neighbourhood policing teams and partners
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Introduction

The population of the United Kingdom (UK) is made up of a hugely varied mix of people who have migrated here at various times. In the last sixty years, the bulk of the immigration has been from Commonwealth countries (in the 1950s and 1960s), and more recently from the new European Union (EU) member states. The largest EU expansion took place in May 2004 when ten additional countries were admitted: Cyprus, Czech Republic, Estonia, Hungary, Latvia, Lithuania, Malta, Poland, Slovakia and Slovenia. Bulgaria and Romania joined in January 2007.

The globalisation of trade and business, modern technology, and the ability to travel more cheaply has impacted on the movement of people internationally. Migration can have a number of effects, not only on the labour market but also on the economy as a whole. Current estimates are that the UK economy grew by 5.3% in 2004 and 2005. A significant percentage of this increase was due to immigration.

There has also been outward migration, and this has included those who have migrated from EU member states. This could increase due to the current economic climate. Whilst migration can have an impact on the overall population, in most recent years it has been impacting upon demand for local services and service provision mainly due to the large influx of migrant workers from Eastern Europe since the expansion of the European Union.

The UK has gained economically from migration, although the ability to identify the needs and allocate resources locally has proved more difficult mainly due to the inability to estimate or accurately calculate migration numbers.

This guide has been produced to provide information for Basic Command Unit (BCU) Commanders, front line police officers, Police Community Support Officers (PCSOs) and partnership staff working with neighbourhood policing teams to assist in the successful delivery of neighbourhood policing by the identification of, and engagement with, new and emerging communities. Additionally, all staff working in public facing roles could benefit from the content of this guidance to supporting working towards a more citizen focused approach to service delivery.

The guide aims to provide practical advice on identifying and engaging with new and emerging communities at the neighbourhood level. The content has been based on previously published examples and evidence combined with practical examples identified from forces across England and Wales.

Evidence has shown us that communities want neighbourhood policing teams to tackle the issues that matter most to them. Community engagement, which lies at the heart of the approach, brings highly localised problems to the attention of the police and partner agencies. Neighbourhood policing enables communities to work with the police and partners to determine local priorities for action. When Neighbourhood Policing Teams (NPTs) tackle these in partnership with communities and other local service providers, neighbourhoods feel safer, and are safer for those living and working in them.

1The Economic and Fiscal Impact of Immigration (Home Office 2007)
Definition of new and emerging communities

For the purpose of this guide, new and emerging communities are defined as:

People with social, political, cultural or economic reasons for coming into the UK and who may potentially change the dynamics of a neighbourhood.

This guide takes account of all new and emerging communities as the definition indicates, not just those arriving in the UK from EU accession states.

There can often be some confusion about the differences between the terms legal migrants, asylum seekers, illegal immigrants, settled migrants and minorities born in the UK. It is therefore important to ensure that accurate language and terminology is used, to avoid confusion and misunderstanding by staff and communities.

The Improvement and Development Agency for Local Government (I&DeA) have produced a good practice guide for local authorities ‘New European Migration’ which provides some useful information and terminology. (http://www.idea.gov.uk/idk/aio/6949811)

Migration (migrant) – is the movement of persons from one country or locality to stay in another.

Immigration (immigrant) – is a word used to describe a more permanent relocation.

The United Nations (UN) International Convention on the Protection of the Rights of all Migrant Workers and Members of their Families, although not applicable in the UK, provides some useful terminology in respect of migrant workers. Some of the more commonly used terms are listed below:

- **Migrant worker** – a person who is to be engaged, is engaged or has been engaged in a remunerated activity in a State of which he or she is not a national.
- **Frontier worker** – a migrant worker who retains his or her habitual residence in a neighbouring State to which he or she normally returns every day or at least once a week.
- **Seasonal worker** – a migrant worker whose work by its character is dependent on seasonal conditions and is performed only during part of the year.
- **Seafarer** – a migrant worker employed on board a vessel registered in a State of which he or she is not a national and includes fishermen.
- **Worker on an offshore installation** – a migrant worker employed on an offshore installation that is under the jurisdiction of a State of which he or she is not a national.
- **Itinerant worker** – a migrant worker who, having his or her habitual residence in one State, has to travel to another State or States for short periods, owing to the nature of his or her occupation.
The UN definition of a refugee is ‘a person who is outside his/her country of nationality or habitual residence; has a well-founded fear of persecution because of his/her race, religion, nationality, membership in a particular social group or political opinion; and is unable or unwilling to avail himself/herself of the protection of that country, or to return there, for fear of persecution’.

An asylum seeker is someone who is awaiting a decision about their refugee status as defined above. The term asylum seeker can sometimes be wrongly confused with the term ‘illegal immigrant’.

Building upon the aims of neighbourhood policing and the supporting principles, neighbourhood policing teams are ideally placed to develop sustainable links with new and emerging communities.

Neighbourhood policing aims to provide communities with:

- **Access** – to policing or community safety services through a named point of contact
- **Influence** – over community safety priorities in their neighbourhood
- **Interventions** – joint action with communities and partners to solve problems
- **Answers** – sustainable solutions to problems and feedback on results
Community Cohesion

Local public service providers including the police have to adapt to changes in the environmental, economical and social factors affecting communities, which will have an impact upon communities and community cohesion. Community cohesion is therefore fundamental to what makes a safe, strong and prosperous community.

The Commission on Integration and Cohesion, established in September, 2006 published *Our Shared Future*, which makes proposals for developing integration and cohesion at a local level. The document focuses on the role of local authorities, and how they can influence the ‘place shaping agenda’. The police and other local service providers will also find the document a useful resource.

Place Shaping is the responsibility of all local partners in the public, voluntary and business sectors and it is about creating attractive, prosperous, vibrant, safe and strong communities where people want to live, work and do business.

*Our Shared Future* provides evidence from a number of sources, and proposes a new definition for integration and cohesion.

An integrated and cohesive community is one where:

- There is a clearly defined and widely shared sense of the contribution of different individuals and different communities to a future vision for a neighbourhood, city, region or country
- There is a strong sense of an individual’s rights and responsibilities when living in a particular place – people know what everyone expects of them and what they can expect in return
- Those from different backgrounds have similar life opportunities, access to services and treatment
- There is a strong sense of trust in institutions locally to act fairly in arbitrating between different interests and for their role and justifications to be subject to public scrutiny
- There is a strong recognition of the contribution of both those who have newly arrived and those who already have deep attachments to a particular place, with a focus on what they have in common
- There are strong and positive relationships between people from different backgrounds in the workplace, in schools and other institutions within neighbourhoods.

The NPIA has recently published a guide entitled ‘Community Cohesion’ (2010).

2Commission on Integration & Cohesion, Our Shared Future, June 2007
Identification of New and Emerging Communities

Neighbourhood Profiles

The first step to developing an improved understanding of the local neighbourhood is through the use of neighbourhood profiles.

The police service operates in an environment of continuous change, subject to:

- internal factors driven by the police reform agenda (for example Citizen Focus and Neighbourhood Policing)
- external factors arising out of changing populations and communities, increasingly accessible information technology and the ongoing risks and threats from global violent extremism.

Neighbourhood profiles have emerged as part of the response to this environment and support the police service in keeping track of these changes.

They have been developed as the result of the evidence base supporting effective policing from areas of work including the National Reassurance Policing Programme, Community Cohesion work stream, Citizen Focus and Neighbourhood Policing.

The primary purpose of neighbourhood profiles is to inform and drive engagement activity. They are ‘living’ products that track neighbourhood changes to ensure that all communities are heard in support of the key aims of neighbourhood policing: to involve partners and communities in identifying local policing priorities and solving local problems and to tackle criminality in neighbourhoods.

The neighbourhood profile provides a detailed baseline picture of a community. It is a useful tool to support police and partners in recognising and responding to change, for example, in population, perception, crime, disorder or other factors. Without this benchmarking tool, subtle but important changes may be difficult to recognise.

The neighbourhood profile should cover eight minimum categories. These are summarised in the table. This section should be read in conjunction with the Neighbourhood Profiles Guide.
## Working with new and emerging communities

### Introduction

NPTs will need to seek the assistance of force analysts and partner agencies to develop the data available to populate profiles. Neighbourhood profiles can then continue to be developed locally by NPTs to include information about Key Individual Networks (KINs). Having in place meaningful neighbourhood profiles to identify new and emerging communities will support forces to identify who is living, working or studying in the community. This can then be used to influence engagement activities, information provision and local service delivery.

It will be necessary to consider other approaches to capturing data as it is not always easy to identify new and emerging communities through traditional data sets as these may not always be adequate.

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Community mapping

This is a process that involves members of the community, within a workshop environment where they are asked to provide information and details about their community, the associations they may have with faith groups, recreation, employment, information on broad issues and/or tensions that they are aware of.

It may be more effective to engage the skills of a community-based organisation to help facilitate this type of event and the force Independent Advisory Group (IAG) to offer advice as to how best this process could be undertaken.

Data sources

A number of forces have undertaken a considerable amount of research to identify and map their local areas specifically around new and emerging communities using a number of data sources. The Office for National Statistics (ONS) have concluded that there is a lack of a single, all-inclusive system to measure the movement of people into and out of the UK, and no system to allocate those migrants captured in data sources to the localities where they reside.

Forces will need to consider utilising information gained from more than one data source to provide a better level of information. There are three types of data sources currently available in the form of censuses, surveys and administrative data and these are explained here in more detail.
## Censuses

**UK Census** – 10 yearly national Census. The migration question provides a measure of migrant inflows during the census year, but not outflows. Includes country of birth statistics. The last national census was undertaken in 2001. The next census is due to take place in 2011. However, it will take some time to collate the information and publish the results.

**School Census** – annual count of all children in grant maintained schools in the UK. Data includes address, age, ethnicity and first language spoken. Pupils are only recorded when they enter school in any one year.

## Surveys

**International Passenger Survey (IPS)** – sample of those entering and leaving the UK.

**Labour Force Survey** – rolling quarterly survey of 60,000 households. This includes questions on nationality, ethnicity, current address, address one year ago and date of arrival in UK.

**Local surveys** – ad hoc local surveys undertaken by local authorities.

## Administrative data

**NHS Central Register (Flag 4)** – patient re-registration following a change of address or change of GP. Can give an indication of international migration to a certain area.

**National Insurance Number (NINO) registrations** – provides a record of residential postcode, arrival and registration date, country of origin and age.

**Workers Registration Scheme (WRS)** – this scheme was specifically introduced to regulate access to the labour market and restrict access to benefits for the accession countries who joined the EU in 2004. It is a temporary measure. Registration is required to take employment in the UK. Data is available for first job by occupational status, date of birth, gender and nationality. Data grouped by address of employer.

The Migration Statistics Improvement Work Programme is working on improving population and migration statistics. This programme of work is being led by the ONS working with key government departments, the Treasury and Bank of England. The programme aims to provide improved population and migration statistics that are relevant to users needs, accurate and recognised as being an authoritative source of migration statistics.
Higher Education Statistics Agency (HESA) – the HESA maintains a record of all students in the UK including those whose country of residence is usually outside the UK. Students give an estimation of their length of stay. Data records the address of the institution but intends to cover the resident address.

Electoral Register (ER) – each local authority maintains a register of those entitled to vote. A form is sent to every household on an annual basis. The data available is nationality in order to determine the entitlement to vote. If the nationality has no voting rights the name is not added to the register.

Council Tax information – provides data on houses of multiple occupation.

National Asylum Support Service (NASS) – data is available on asylum seekers currently receiving national support for accommodation or subsistence.

New Migration System
On Friday 29 February 2008, a new Australian-style points-based system was introduced in the UK to ensure that only those with the right skills or the right contribution would be able to come to the United Kingdom to work and study.

Applicants earn points for their skills and the potential they show for economic success, and must show competence in English language and the ability to support themselves and their dependants.

Employers and sponsors play a crucial part in making sure the system is not abused. Employers and institutions must apply for a licence to sponsor and bring migrants into the United Kingdom, and meet a number of sponsorship duties.

The Government’s electronic border system - e-Borders - will see every passenger being counted in and out of Britain and checked against immigration and security watch-lists by 2014.
Local Government Analysis and Research Team (LGAR)

The Local Government Analysis and Research Team (LGAR) which is part of the Local Government Association (LGA) is developing a resource on migration data. This is intended to host the key national data sources and provide advice about using other local data/information.

They have negotiated and secured access to local authority level Worker Registration Scheme (WRS) data from the UK Border Agency. This up-to-date information will not only enable you to discover more about your changing local population, but is invaluable in planning your services. You will be able to investigate new migrant employment patterns including seasonal working, which is essential in building up local economic and employment knowledge. In addition you will be able to develop a picture of new residents and their potential needs.

Access to the local authority data is restricted to local authorities and other government users who register on this site with a .gov.uk email address.

If you do not have a .gov.uk email address you can access national data via the Home Office’s Control of Immigration: Quarterly Statistical Summary, alternatively you may wish to email them directly at FreedomofInformation.Workpermits@ind.homeoffice.gsi.gov.uk with your request.

East of England Development Agency

The East of England Development Agency has developed a migrant gateway myUKinfo.com website designed to provide a single point of access to relevant information for migrant workers and their employers. The gateway is available in 6 languages (including English, Polish and Slovakian), providing information for migrant workers both before and after they arrive in the UK for the first time.

The migrant gateway provides useful information on all aspects of working, housing, UK life, money and emergencies. myUKinfo.com initiative is led by the East of England Development Agency with the support of the European Union Social Fund.
## Contents

- Other data and information sources
  - Hate crime data
  - Custody data
  - Anti-social behaviour and alcohol related crime data
  - Local employer information – hospitals, agriculture
  - Property and letting agents
  - Gangmasters Licensing Authority
  - Charities and voluntary sector (see the NPIA’s ‘Working with the third sector’ guide available at http://www.npiadocuments.co.uk/thirdsectorguidance.pdf)
  - Citizens Advice Bureau
  - Local libraries
  - Adult education providers – English for Speakers of Other Languages (ESOL)
  - Force Language Line data
  - Faith groups and venues (see the NPIA’s ‘Working with faith communities’ guide available at http://www.npiadocuments.co.uk/faithguidance.pdf)
  - Children’s centres
  - Direct contact
  - Fire & Rescue Service (fire safety checks on properties)
  - NHS Walk-in Centres

When capturing data on new and emerging communities a next step is to try and establish where communities or individuals have originated from and identify what languages they speak. Do not automatically assume a link between nationality and language. Language Line data available through the force and local authority may provide the information needed to identify languages spoken, and also where the service has been accessed.

NPTs, as they are continuing to develop a full picture of the local community, can start to anticipate some of the changes that may impact upon the neighbourhood, for example:

- Seasonal trends for migrant workers (fruit processing, building projects)
- Sharing information with partner agencies by sharing information (NHS, fire service)
- Monitoring community tensions (racist crimes, media coverage)
Access

- **Access** – to policing or community safety services through a named point of contact

For neighbourhood policing to be effective, the community must have access to policing or community safety services through a named point of contact. Neighbourhood teams need to consider how they are going to communicate to enable all communities to have equal opportunities to access them and policing services.

**Neighbourhood Policing Websites**

There is now a minimum requirement that NPT websites contain particular types of information for the local community, these include:

- Contact details of local teams
- The Policing Pledge
- Local neighbourhood priorities
- Ways to get involved (ways to take action)
- Actions taken against priorities
- Local neighbourhood meeting details

This is part of a wider initiative to provide information to the public which includes crime maps.


**Literature in different languages**

An important consideration is whether to provide translated literature for new and emerging communities. It is worthwhile taking time to research the languages that are most commonly being spoken within local communities and neighbourhoods, and it may be useful engaging with the third sector to assist with this process - see the NPIA’s ‘Working with the third sector’ guide (2010). Some of the data available within the neighbourhood profile may also help to identify which languages are being spoken, as a lack of English can be a ‘barrier’ to individuals. It is also highly recommended to forces that they invest in the services of a professionally qualified translator.

Before starting on the translation of literature, and for this to be most effective, a decision should be made on what types of information will be translated and the message that you are trying to provide. Do not always assume that translated literature can be read. Some new and emerging communities may have low literacy skills in their own language. A combination of translation and pictures may be the most effective approach.

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3 Working with the third sector, National Policing Improvement Agency (2010)
Integrating new migrants – communicating important information guide

This guide is for those producing migrant information or welcome packs for their area and was produced for the Fens Rural Pathfinder by MENTER and Loretta Hurley Development Consultant, and is published by I&DeA and the Department for Communities and Local Government (DCLG).

This resource has been produced to support organisations who are involved in developing information packs and websites for those settling in an area from outside the UK. The idea was to try and make it easier for organisations by sharing information and providing a template.

Part one of the guide provides a ‘model’ template which can be used and adapted to local circumstances, by adding in local information and contact numbers. This covers issues as diverse as employment rights, getting housing advice, accessing key services, what to do in an emergency, using public transport, laws on drinking and smoking, how to volunteer and the things people most often say should be the responsibility of everyone living in the UK.

Part two of the guide outlines some lessons from existing packs, part three has resources for engaging stakeholders when putting together a pack and part four has advice about evaluating your guide. The template has no copyright, so can be copied and re-used. A Microsoft Word version of the template is available from migration.programme@idea.gov.uk

Cambridgeshire Police – have employed a Translation Services Manager. A review of the translated literature that was being produced was undertaken to ensure accuracy and effectiveness and that the information was appropriate. Working in partnership with the Local Criminal Justice Board, this has resulted in the production of a ‘Newcomers Guide to policing and the law in Cambridgeshire’. The guide has been translated into a number of languages including English, Polish, Portuguese, Russian, Lithuanian, Czech, Slovak, French, Bulgarian, Romanian and versions in Latvian, Farsi, Arabic, Kurdish (Sorani), Urdu, Chinese Mandarin and Chinese Cantonese. The guide includes information on how to contact the police; driving and the documents needed to drive legally; drinking and driving; alcohol and drugs; and carrying a weapon.

Additionally, they have produced translated literature for use in custody suites, and for use by ‘scenes of crime’ teams. It is recommended that an English copy of any translation is also available so that individuals can make use of this when seeking further advice from, for example, the Citizens Advice Bureau or a solicitor.

Suffolk Police – A neighbourhood Sergeant became aware of a small number of racially motivated incidents on Asian migrant workers who had recently been introduced to the UK for the purpose of supplying labour to the racing industry. The Neighbourhood Policing Teams identified those stables (approx. 70) which had the highest levels of Asian workers. Visits were undertaken to speak to a small number of the yards to identify issues affecting the migrant workers and, as a result of these inputs, funding was secured to create information posters/flyers in Hindi and Urdu explaining the role of the NPT and how to report incidents.

A promotional NPT DVD was developed to be followed up with further visits to the remainder of the racing/stable yards with neighbourhood policing officers being allocated yards on their beats to maintain close contact and develop lines of communication.

Wiltshire Police – have supported a series of drop-in sessions at local libraries run in the evening between 6 and 9 pm to capture those finishing day shifts and those starting evenings/night shifts. Each of the District Councils have funded the cost of interpreters from the local community who are native speakers that get paid. The Police have picked up the costs of translation for posters, fliers etc. They also dedicated one of the NPT PCSOs to each event to help break down barriers.
Guidance for Local Authorities on Translation of Publications

This guide has been produced by the Department for Communities and Local Government (DCLG) in response to Our Shared Future (Commission on Integration and Cohesion’s Report) and is aimed at local authorities and their partners. It is recognised that speaking English is an essential element for supporting the integration of both long standing and new migrants.

The document provides a translation checklist to support organisations when considering if translation is necessary and provides some good practice examples. It suggests alternative methods and sign posting to other services or support processes. This guidance does not suggest that changes need to be made to providing interpretation services on a one-to-one basis where individual English language skills are not sufficient and someone needs to understand their legal rights.

Durham Police – A local Inspector has produced prompt sheets in Polish for use in custody suites, and also witness and advice prompt cards that have been made up as cards for staff to carry. Staff have found this resource particularly useful.

Legal responsibilities

The Race Relations Act 1976 makes it unlawful to discriminate against a person on grounds of colour, race, nationality, and ethnic or national origin. This applies to employment, education, training and related matters, and the provision of goods, facilities and services.

The Race Relations (Amendment) Act 2000 places a duty on public authorities not to discriminate when carrying out their functions. There are similar duties not to discriminate covering the areas of gender and disability, in addition to religion or belief and sexual orientation. It is important to note that the Equality Bill will amend and consolidate the existing law.

Article 5(2) of the Human Rights Act provides that everyone who is arrested is entitled to be informed promptly, in a language they understand, of the reasons for their arrest and any charge against them. Translation services may therefore be required if someone is arrested or charged with a criminal offence.
Force survey of language skills

Forces may find it useful to undertake a language skills audit of all staff (police officers, police staff, specials, PCSOs) to identify staff with any language skills that can be utilised by the force either as part of an ongoing basis, or to assist with particular issues.

Faith, Language and Culture (FLAC)

Recognising the diversity of the police service, FLAC has been created to allow police officers and police staff with specialist knowledge of a particular faith, language or culture to volunteer to assist colleagues dealing with a variety of incidents and enquiries. FLAC is a searchable database of personnel held by the Association of Chief Police Officers (ACPO) National Community Tension Team (NCTT) to match requests from officers with FLAC volunteers who can offer accurate information or guidance.

Training in Languages

Forces may find it beneficial to provide training for frontline staff in languages spoken in particular neighbourhoods.

North Wales Police – A Community Beat Manager in Wrexham, was nominated for the Police Review Community Police Officer of the Year Award in 2007 after ensuring Polish nationals moving to the area were not isolated from the force.

The PC learned the language in his own time and even visited the country at his own expense to learn more. He has also had his business cards printed in Polish with his mobile telephone number to encourage members of the community to contact him.

As a result, the officer has established excellent links with the Polish community in the area. He is also frequently called upon to assist other departments with their enquiries, and has submitted a significant number of intelligence reports.

Greater Manchester Police – Neighbourhood officers have learnt Cantonese in an attempt to better engage with the Chinese community in North Manchester.

Access: Key Points

- Neighbourhood teams need to ensure all communities know how to make contact with them using websites and other media
- Consider whether to translate information for local communities
- Neighbourhood teams may find it useful to train team members in language skills appropriate to the local community
- Ensure a variety of methods of communication are provided with clear messages
**Influence**

- **Influence** – over community safety priorities in their neighbourhood

For neighbourhood policing to be effective, communities need to be involved in identifying local issues and being involved in the priority setting process.

Neighbourhood teams should, as far as possible, ensure that all sections of the community are provided with the opportunity to influence local priorities. This must include the involvement of partner agencies working together to resolve community priorities and improve outcomes for individuals, new and emerging communities and host communities.

**Community engagement**

Community engagement is a process that provides the public and communities with the opportunity to participate at their chosen level in decision making processes that influence policing policy.

Engagement can be broken down into four different types:

- **Information gathering** – capturing public attitudes through surveys etc. There is no ongoing dialogue between the community and the police
- **Consultation** – people brought together to represent the demographics of a community to discuss particular issues or policies (citizens’ juries or focus groups)
- **Participation** – ongoing dialogue with the community and the police on a range of issues - community panels, Partners & Communities Together (PACT)
- **Feedback** – ongoing process to explain action taken following consultation and engagement

Effective engagement is core to the success of neighbourhood policing and to help build trust and confidence between the police and new and emerging communities.

Consider assessing what engagement activity is being undertaken by partners with new and emerging communities. Identify what general opportunities already exist within the force for the public to give their views, e.g. suggestion boxes, websites, public meetings.

Once a full picture of the community or neighbourhood is identified from the content of the neighbourhood profile you are then in a position to put some of the information into groups:

- geographical information of the community (boundary, size, population)
- demographic information (age groups)
- interest groups (parents, victims of crime, young people)
- communities of interest (service users, faith communities, LGBT communities)
- stakeholders (business, local authority, partner organisations)
Any engagement needs to be relevant to the people within the community, and organisations need to plan how they are going to manage expectations. A way forward is to undertake a review with stakeholders to identify different perspectives and expectations from communities by making use of past consultation exercises. This can lead to improved partnership working and further understanding, and lead to developing realistic expectations to support your organisation in managing community expectations.

Some initial questions to ask stakeholders are suggested below:

1. What do local groups and communities say they want?
2. How does this match your organisation’s experiences of what they want?
3. What are your organisation’s expectations of stakeholders?
4. How are these expectations managed?

Mapping engagement activity

It is important to have a good understanding of how your own organisation and partner agencies and stakeholders are engaging with the communities that you may wish to engage with. Firstly, map the agencies that you have involvement with, and the reason for the contact, as this will help identify any gaps.

The information gathered can then be used to map the engagement activity that is undertaken with different communities across stakeholders and partners to identify the methods used and the purposes of engagement.

By mapping what contact other organisations have with communities or groups of people that you wish to engage with you can identify opportunities for joint working, information sharing and avoiding duplication of effort. Additionally, it may provide ways of sharing effective practice on methods and approaches that have proved successful with particular communities or groups.

Not everyone will want to be engaged or feel the need to provide their views, so it is important to identify ways that provide communities the opportunity to participate should they choose to. Ensure information is available to inform people how they can become involved in influencing local policing priorities and the identification of issues or concerns.
Independent Advisory Groups (IAG)

An IAG is a group of independent advisors who are reflective of the diversity of communities and are able to advise the force on policies and procedures. An IAG can help to build trust and confidence within the community and the police to enable an understanding of the implications or affect of policies and actions on different communities within the force area. The role of the IAG in identifying and engaging with new and emerging communities is crucial, particularly due to the independent status of the groups.

**Hertfordshire Police** – Hertfordshire has long been a diverse county with many long established minority communities. There are robust mechanisms in place such as IAGs which have been established at a force and area level to inform strategy and policy in relation to ‘hard to reach/hear’ and minority groups. In order to assist with integration and cohesion of new and emerging communities the membership of the IAGs was extended to ensure these communities are represented.

The IAG participated in a joint agency approach to welcome new Polish community members to Hertfordshire by attending events and providing advice on the role of the IAG and how they could support newcomers in giving them a voice with Hertfordshire Police. The events were held in the evening and translators and refreshments were also available. Posters in Polish and English were produced and distributed in the local area.

**South Wales Police** – The Chinese community approached the local police in the Grangetown and Riverside area following some anti-social behaviour that was causing them concerns. The Chinese community already met regularly and the local police have established a PACT with them. The meetings have been used to dispel rumours and myths from what has previously been a suspicious community of the police, who had high fear levels regarding immigration and deportation. There was also a lack of confidence due to language skills. The force recognised that it was not communicating well and established a third party reporting process through a local Chinese supermarket. The community are now aware of this. Crime prevention leaflets have also been produced in Cantonese dialects relevant to the community, through the existing Home Office catalogue. The main priority that the local community identified was a lack of communication and South Wales Police believe they have improved this to the satisfaction of the local Chinese community.

The local police now feel they have a better understanding of the local Chinese community, and continue to build bridges. When officers attend meetings they do not wear any personal protective equipment, and meet in environments that are familiar to the community such as Chinese restaurants. There has been an increase in knowledge, the contact base has been improved and there have been improvements in the key individual networks (KINs).
Tension monitoring and community intelligence

Tension monitoring provides a framework under which community intelligence informs policing. By keeping a check on evolving community dynamics and having a knowledge of what issues and incidents are impacting communities, the police service is better equipped to assess and mitigate the risks of serious incidents or disorder occurring and be able to manage the risks if they do occur. Community intelligence also facilitates a better understanding of how national and international incidents impact local communities in the UK.

The National Community Tension Team (NCTT) has promoted a specific model to assess community tensions. This model has a particular focus on community intelligence in terms of ‘how communities feel’ and therefore how they might react in terms of crime and disorder.4

Community intelligence derived from engagement can be used to mitigate and manage tensions within and between communities. The benefits of engagement in terms of involving communities in decisions that affect them should be further expanded through systematic tension monitoring which helps make policing more responsive to the needs of communities. Tension monitoring is the vehicle by which community intelligence can be used to inform the National Intelligence Model (NIM) process at the local, force and national level.

The NCTT produces a weekly national tension monitoring assessment (Operation Element) constructed from force tension assessments, key stakeholder information and open source information. These documents are graded as ‘Restricted’ under the Government Protective Marking Scheme (GPMS). The unit also produces Community Impact Assessments (CIAs) in response to events or scenarios past, present or future, where there is potential for national impact. CIAs are dependent on robust tension monitoring at local, force and national levels.

Influence: Key Points

• Neighbourhood teams need to provide different opportunities for the community to be involved in the identification of local priorities and issues
• Engagement activity should be mapped with partner agencies and the voluntary sector to ensure effectiveness
• Neighbourhood teams need to have a clear understanding of the local community through effective neighbourhood profiles

Interventions

- **Interventions** – joint action with communities and partners to solve problems

For neighbourhood policing to be successful, solutions to problems need to involve the local community and partner agencies. Effective neighbourhood policing is not delivered in isolation. Once neighbourhood teams have developed processes for working with communities and partners, and agreeing on the local priorities that impact on communities. They should then work in partnership with communities, local authorities and third/voluntary sector organisation to develop effective sustainable solutions.

The key to effective solutions is collaborative problem solving which allows all stakeholders to:

- Engage in identifying issues and solutions
- Share information about victims, offenders and locations
- Work together to deliver joint sustainable solutions

**Cumbria Police** – A graffiti removal scheme is provided by the City Council. Police officers notify the council about graffiti and the removal is carried out by the Probation Service using offenders on community orders. Racist and homophobic graffiti is given a priority.

**City of London Police** – have experienced issues with individuals who have alcohol, drug and mental health issues, following an increase in European Union migrants. The police, Crime and Disorder Reduction Partnership (CDRP) and social services have identified a Church that is attended by Romanians. They have engaged with the Priest to gather information on the numbers who attend services, their issues and the needs of the community. A community organisation with experience gained from working with Eastern European communities has been used to support individuals access services. Regular audits are undertaken to identify needs and circumstances of individuals. Liaison with the Romanian Embassy and Consular Department has also proved effective and beneficial.
Cambridgeshire Police – the Community Cohesion Unit Hate Crime Manager reviews all hate crimes and hate incidents on a daily basis assisted by the investigative staff. Information is shared with agreed partner agencies, which has resulted in the development of the ‘Open Out’ Scheme with Peterborough City Council and is a means for victims of hate crime of any type (age, disability, faith, gender, homophobic or race related) to report the incident to a third party rather than the police. The Community Cohesion Unit then ensures contact with every victim within 72 hours. Publicising the scheme with partner agencies and the community as well as developing links within the Peterborough area is a key function of the unit.

Devon and Cornwall Police – The Responsible Employer Scheme (RES) is a pack that contains information from varied and numerous partner agencies (Fire, Health and Safety Executive, Gangmaster Licensing Authority (GLA), Education, sexual health, Environment Agency, Trade Unions and Cornish colleges.

Together with the help and support of the diversity team, officers deliver these packs to businesses in various sectors who employ migrant workers, as an information pack for them and the employees. They are making contact with the business community and obtaining a better idea about the numbers, nationalities and employment sectors migrant workers are working within.

They have been invited to the staff canteen of a meat processing factory in Cornwall and spent the day engaging with several hundred staff of migrant workers and local employees. Issues such as road traffic law and domestic violence were discussed. A multi-lingual DVD that accompanies the RES pack has been produced, the DVD contains basic safety and legal issues that the migrant workers are finding extremely useful.

Metropolitan Police – A London Somali Youth Forum was established via the Somali Youth Development Resource Centre based in Camden, a youth led group. Somalis are the second largest minority ethnic community in many London boroughs. The project began with a conference in London attracting 140 young Somalis. Workshops discussed cultural gaps, Somali identity and British integration, and crime and substance misuse. The workshops were co-ordinated by the School of African and Oriental Studies. The benefits to the police have been the ability to deliver information directly to the wider Somali community and in particular to access groups across London in times of critical incidents. It is hoped the Forum will lead to an increase in reassurance amongst the Somali community. The Forum has assisted the Metropolitan Police with specific operations and continues to work in partnership with the Communities Together team.

Interventions: Key Points

Effective Neighbourhood Policing requires collaborative problem solving with partners and local agencies

- Neighbourhood teams need to develop a good knowledge of local third sector organisations that can also be involved in problem solving with new and emerging communities
- For problem solving to be truly effective it is important to take time to fully understand the issues of new and emerging communities
Effective communication is essential in the development and delivery of Citizen Focused Neighbourhood Policing. Providing answers includes keeping communities engaged and informed about progress being made towards dealing with identified priorities, including anti-social behaviour and crime issues.

Evidence shows that giving clear feedback to communities can help to drive up confidence and satisfaction with the police. One aspect of this involves providing feedback at the conclusion of any activity, including crimes detected and successful prosecutions. Feedback is also an important element of effective engagement, and increases people's trust in the ability of the local police to deal with issues and concerns that matter to local communities.

Communication is particularly important when dealing with new and emerging communities to encourage them to raise issues with their local neighbourhood policing teams. This will also help manage expectations and can prove particularly useful to support new and emerging communities not only understanding their rights but also with increasing their trust in local policing.

Some communities may have had experiences which have led to a distrust of law enforcement organisations and therefore it is important to be mindful of this when developing communication messages.

Golden rules of effective communication

Despite the many benefits of integrated marketing communications there are also many barriers. Below are a few tips for ensuring effective communication that can be adopted with local communities and partner organisations.

1. Enlist senior management support for the communications planning process.
2. Have communications on the agenda for management meetings – whether annual reviews or creative sessions. Ensure all managers understand the importance of consistent messaging and brand management. Also ensure the communications team is joined up internally, and through the use of external agencies.
3. Ensure that brand guidelines are produced and used to maintain common visual standards for the use of logos, type faces, colours etc.
4. Focus on a clear marketing communications strategy. Have crystal clear communications objectives, clear positioning statements and link core values into every communication. Ensure that all communications add value to (instead of dilute) the brand or organisation.
5. Start with a zero budget and build a new but simple communications plan. Specify what you need to do in order to achieve your objectives. Link objectives to the corporate business plan. The budget is often less than you need, so prioritise communications activities accordingly. Identify the risks and communicate them to senior management.
Working with new and emerging communities

6. Think customers and citizen focus. Wrap communications around the customer. Identify the stages they go through before, during and after a decision. Select communication tools which are right for each stage. Develop a sequence of communications activities to target the audience(s). Pilot these tools before rolling them out to ensure effectiveness.

7. Build Relationships. All communications should help to develop stronger relationships and foster goodwill. Do not forget relationship building with internal audiences and ensure that they are sighted and buy in to the communications programme and its objectives.

8. Develop an effective marketing information system which defines who needs what information and when.

9. Share artwork and other media. Consider how advertising imagery can be used in mail shots, exhibition stands, news releases and web sites. Stretch the boundaries in terms of innovation. A creative approach to a marketing problem will attain results and is likely to cost less.

10. Be prepared to change it all. Learn from experience and constantly search for the optimum communications mix. Test, test and test. Improve each year and monitor campaign performance through the setting of key performance indicators.

The Policing Pledge

The Policing Pledge explains the ‘deal’ between the police and the public. The Pledge sets out what the public can expect in terms of fairness, access to services, local policing, response to calls, support and information for victims and dealing with dissatisfaction. Forces should consider how best to publicise the Policing Pledge to all communities.

Leicestershire Police – in partnership with Leicestershire City Council have translated the Policing Pledge into Arabic, Bengali, Chinese Mandarin, Gujarati, Hindi, Kurdish, Polish, Punjabi, Romanian, Slovak, Somali and Urdu.

Victims of Crime

When dealing with victims of crime greater satisfaction in the police is achieved with communities through dealing with ‘process’ factors of the investigation, which include:

- Showing interest in what the victim is saying when reporting the crime
- Providing them with reassurance
- Keeping them informed of progress being made

Recent research shows that where there is a language barrier this can cause frustration between both the victim and the call taker, and later the attending officers. Therefore, deploying officers with appropriate language skills, or making use of interpreters or interpretation services may help to increase the satisfaction for victims whose first language is not English.

Norfolk Police – A Police Community Support Officer holds weekly surgeries at a company located in Norwich whose workforce is 80% Polish. Many of the employees also reside in the local area.
Lancashire Police – Operation Sea Quest was formed in the aftermath of the Morecambe Bay tragedy. Lancashire Police began Operation Sea Quest by establishing an action group with members from a variety of agencies - ranging from the Sea Fisheries Committee to the Coast Guard to the Department of Work and Pensions. The group then used an intelligence-led, cohesive approach to develop safe practices for cockle-harvesters. This has meant significant improvements to the safety of those working on the cockle beds, and to the quality of life for local communities.

Answers: Key Points

• Neighbourhood teams need to have effective communications plans in place to provide ongoing feedback to new and emerging communities on action taken to tackle priorities

• It may be more effective to work in partnership with local agencies and voluntary and community organisations to provide feedback to communities

• Communications plans should provide different ways for local communities to communicate and receive feedback

• Consider ways to measure increased confidence with new and emerging communities
Exploitation

New and emerging communities can easily become exploited by employers and employment agencies by being paid wages below the minimum wage, illegal deductions from salaries, confiscation of passports and personal documentation, long working hours and poor working and living conditions. Some migrant workers are unaware of their rights and have a limited understanding of employer’s responsibilities. In addition, young women and children can be deceived into travelling to the UK and this can result in becoming sexually exploited.

Limited, or a lack of, spoken or written English skills can be the primary reason for new and emerging communities becoming vulnerable to exploitation. This can start with a limited understanding of the systems and processes that apply within the UK (employment rights, legal responsibilities – insurance, driving licence etc).

Pay and Work Rights Helpline

The Department for Business, Innovation and Skills (BIS) has launched a dedicated pay and work rights helpline. BIS is committed to protecting and assisting migrant workers and raising awareness of their rights in the workplace. They have launched the Pay and Work Rights campaign, which embraces a number of activities specifically targeting workers from Poland, Slovakia, Lithuania, Bulgaria, Romania, Latvia and Bangladesh working legally in the UK. These groups face common barriers that deter them from enforcing the rights they are entitled to by law. Issues may often go unreported by migrant workers due to a lack of confidence in their English language abilities, or a fear that by raising a complaint they may lose their job.

The Pay and Work Rights (PWR) Helpline is a new free service where calls remain confidential and advisors are available in more than 100 languages. Callers just need to let them know which language they need to speak in when calling. The helpline on 0800 917 2368 offers information and advice about five specific work areas:

- National Minimum Wage (NMW)
- Employment Agency Standards (EAS)
- Working Hours
- Gangmasters Licensing Authority (GLA)
- Agricultural Minimum Wage (AMW)

Previously, separate Government bodies were taking calls in each of the above mentioned areas of concern. Now lines have been unified to a single contact point that can deal with multiple complaints. This will help make the process of seeking information and registering a complaint faster, easier and straightforward.
Exploitation

Immigration Crime Partnerships

In March 2007, the Government developed the first cross-government strategy to enforce workplace standards which might otherwise be jeopardised by the exploitation of vulnerable adults. Through the creation of Immigration Crime Partnerships, which started in October 2007 and now cover over 80% of all police forces in England and Wales, the Government is combating the exploitation and abuse of workers, many of whom are migrants.

The UK Border Agency (UKBA) carried out 6,308 operations to tackle illegal immigration in 2007; 40% more than in 2006 when there were 4,504. In February 2008, they introduced new measures to tackle illegal working: a two-pronged approach to introduce a civil penalty regime for employers, together with a tough new offence of knowingly employing an illegal migrant worker. In 2008 they introduced a new civil penalty system, providing the UKBA with a speedy, effective and hard-hitting sanction against employers who ignore the law and employ illegal migrant workers. Where evidence of an offence of knowingly employing illegal workers is found, UKBA prosecution teams will initiate action. They are further strengthening their approach to protect all vulnerable workers, including migrants.

Employment Agency Standards Inspectorate

Employment agencies operating in areas other than agriculture and food processing are regulated by the Department of Business Innovation and Skills Employment Agency Standards Inspectorate (EAS).

They are strengthening the EAS by doubling the number of inspectors. The recent Employment Bill will also improve protection for agency workers so that infringements of employment agency regulations can be tried in a Crown Court.

Revisions to the Employment Agency Conduct Regulations will give agency workers a right to withdraw from services provided such as transport, without suffering detriment.

The Vulnerable Worker Enforcement Forum, chaired by the Minister of State for Employment Relations, was established to examine the nature and scale of abuse of vulnerable workers rights, the adequacy of the enforcement framework, and to identify possible improvements. A report on the Forum’s work and the Government’s conclusions is available at www.berr.gov.uk/files/file47317.pdf
Strategic Migration Partnerships

These multi agency partnerships are funded by the UK Border Agency (UKBA) to support and develop regional migrant worker networks, support agencies and projects. There are a number of partnerships linked to regional development agencies currently: East Midlands, North East, South West, Wales, West Midlands, Yorkshire & Humber.

The Gangmasters Licensing Authority (GLA)

The Authority was established to end the exploitation of workers in the agriculture, horticulture, shellfish gathering and associated processing and packaging industries. The Gangmasters (Licensing) Act 2004, provides the GLA with the power to ensure the law is followed and that conditions are fair for workers and legitimate businesses.

Exploitation

The Trade Union Congress (TUC) have produced a leaflet for people coming to work in the UK giving information about their legal rights to work in this country. The leaflet is available to download in the following languages: Czech, English, Estonian, French, Hungarian, Latvian, Lithuanian, Polish, Russian, Slovak, Spanish. For further information follow this link http://www.tuc.org.uk/tuc/rights_main.cfm#leaflets

The Health and Safety Executive (HSE) and the TUC have published a new safety leaflet, ‘Your health, your safety: A guide for workers’ provides information about safety rights at work which is translated into 19 different languages: Albanian, Arabic, Bengali, Chinese, Czech, English, Polish, Punjabi, Romanian, Russian, Slovak, Spanish, Greek, Gujarati, Pashto, Portuguese, Tamil, Turkish, Ukrainian and Welsh. For further information click on the following link http://www.hse.gov.uk/workers/hse27.htm

The Department for Innovation and Skills (formerly the Department for Business, Enterprise and Regulatory Reform) is taking action to raise awareness of employment rights and to enforce the National Minimum Wage (NMW) and employment agency standards. They have improved the information available to migrant workers, including a guide to employment rights in Polish, with guides in other languages being developed. A campaign in 2008 specifically targeted migrant workers, which had a high take up by migrant communities. A rolling programme of NMW enforcement is in place and is targeting all low-pay sectors in turn.
Conclusion

There are many challenges facing the modern police service today. Amongst the most important is to understand how an increasingly globalised world is impacting upon local areas and communities that live and work within them.

As forces are working to develop and embed their approaches to neighbourhood policing and make improvements in public confidence levels with the police, they need to ensure that equal importance is given to being able to identify new and emerging communities and engage effectively with them. Forces need to ensure that all communities are provided with the opportunities to:

- identify issues and concerns
- be involved in setting local priorities
- work collaboratively to solve problems
- be informed about any results from actions taken

Whilst providing new and emerging communities with the opportunities to raise their concerns and issues with neighbourhood teams, these teams may not be the best placed to fully deal with some of the issues raised by the community. This guide provides some practical case study examples and useful contacts to support neighbourhood policing teams in providing a citizen focused support to all the people and communities in their neighbourhoods.

The Citizen Focus Hallmarks can provide a process to enable forces to focus on quality. The four Citizen Focus Hallmarks and the detail for each are:

- **Understanding People**
  - Understanding the people a force serves
  - Understanding staff, and the internal culture of the force
  - Understanding partners, stakeholders and regulators and their differing influence, motivation and levels of co-operation

- **Understanding Services**
  - Staff understanding the force vision and values and their contribution to achieving them
  - Understanding the quality of the service expected and delivered from the public perspective
  - Staff understanding which services are provided by the organisation and the standards expected of them in developing and delivering them
  - Leaders and staff understanding how their area of work impacts upon the overall experience that individuals have with the organisation
  - Clarifying responsibility and accountability with partners to align services and make them as effective as possible
  - The public understanding which services the police deliver, how to access them and what standard of service they can expect
Conclusion

- Designing Services
  - Considering the actual or potential impact of services on people as part of the service design and review process
  - Providing opportunities for staff, the public and partners to be involved in decision-making processes at appropriate levels
  - Giving staff, the public and partners access to relevant information and the support necessary to be effective in their involvement
  - Co-ordinating public engagement activity with partners
  - Providing clear and accessible feedback to staff and the public on actions taken as a result of their involvement

- Delivering Services
  - Delivering adaptable services driven by public demand and priorities
  - Encouraging and training staff to improve service delivery
  - Agreeing service standards with the public, partners and stakeholders and achieving them
  - Evaluating the effectiveness of service delivery from the public perspective
  - Including a wide range of partner agencies in delivery

Being citizen focused is central to ensuring communities remain confident that the police service will protect them and deliver effective services. The Citizen Focus Hallmarks have been produced to help forces plan, deliver and evaluate the services that they provide to ensure improvements to the delivery of policing are influenced by the public and enhance the experience and perceptions that people have of the police.

For more information on the Hallmarks visit www.neighbourhoodpolicing.co.uk.
Useful Information

Association of Labour Providers (ALP)
The Association of Labour Providers is the trade association for organisations that provide and use temporary, contract and seasonal workers within the food, agricultural and other Gangmaster Licensing Authority (GLA) sectors. The ALP website also advertises worker vacancies and has a reporting malpractice section. There are close links between the ALP and the GLA. Website: www.labourproviders.org.uk or Tel 01276 509306.

Gangmasters Licensing Authority (GLA)
The Gangmasters Licensing Authority was established to end the exploitation of workers in the agricultural, horticultural, shellfish gathering and associated processing and packaging industries. The mission statement of the GLA is to safeguard the welfare and interests of workers whilst ensuring labour providers operate within the law. They provide information to workers, labour providers and labour users. Information for workers is available in 15 different languages including English, Romanian, Polish, Hindi and Bengali. Contact details are: email: enquiries@gla.gsi.gov.uk or Tel: 0845 6025020.

Health and Safety Executive (HSE)
The Health and Safety Executive shapes and reviews regulations, produces research and statistics and enforces the law. It provides frequently asked questions and myths of the month, podcasts, publications and case studies. Contact can be made with the HSE in 9 different languages including Gujarati, Chinese and Welsh. For further information visit the website here.
Improvement and Development Agency (IDeA)
The Improvement and Development Agency for local government managed the Migration Excellence Programme which was commissioned by the Communities and Local Government Department (DCLG). The programme was designed to identify existing migration status and build sector expertise and capacity in local government and associated sectors.

The website provides considerable information on migration in addition to a good practice guide and self-assessment checklist which can be accessed at www.idea.gov.uk/migrationguide. Other migration resources which may be useful include: Local area agreement toolkit: migrant workers, refugees and asylum seekers; Communiqué – a mini good practice guide to communicating effectively with migrants; ‘Understanding and monitoring tension and conflict in local communities’ – a practical guide for local authorities, police services and partner agencies. Further information is available on the migration excellence programme by clicking here.

Office for National Statistics (ONS)
The Office for National Statistics provides relevant information through the UK National Statistics Publication Hub (http://www.statistics.gov.uk/hub/). It was recently updated to enable browsing by theme and region.

National Community Tension Team (NCTT)
The National Community Tension Team is an Association of Chief Police Officers (ACPO) unit monitoring community tension issues across the UK and acting as a point of liaison and assistance for both police bodies and external organisations.

The email address and contact number for the unit is Tel: 0207 084 8776, email: nctt@acpo.pnn.police.uk

Serious and Organised Crime Agency (SOCA)
The Serious Organised Crime Agency is an Executive Non-Departmental Public Body sponsored by, but operationally independent from, the Home Office. SOCA is an intelligence-led agency with law enforcement powers and harm reduction responsibilities. Harm in this context is the damage caused to people and communities by serious organised crime. SOCA will work closely with the police on intelligence and operations to ensure that there is an effective link between SOCA’s efforts to combat organised crime at a national level and the work being done by police forces at a local level. Further information is available at http://www.soca.gov.uk/

Trade Union Congress (TUC)
The TUC is the voice of Britain at work. They campaign for a fair deal at work and for social justice at home and abroad. They negotiate in Europe and at home and build links with political parties, business, local communities and wider society. For further information visit www.tuc.org.uk
UK Border Agency (UKBA)

The UK Border Agency is responsible for securing the United Kingdom borders and controlling migration. They manage border control for the UK, enforcing immigration and customs regulations. They also consider applications for permission to enter or stay in the UK, citizenship and asylum. The UKBA website provides information to those travelling, studying or working in the UK (http://www.bia.homeoffice.gov.uk/)

The Upper Room

The Upper Room is a registered charity dedicated to the relief of poverty, suffering and social disadvantage working with the vulnerable, marginal and homeless of West London. All its services are free and the common theme is “feeding communities in need”. The Upper Room is particularly interested in working with guests to curb addictions, sustain housing and maintain healthy relationships. They recognise that an increasingly large group that needs help is migrant workers. There are three Upper Room projects at the moment: UR4Meals, UR4Jobs, UR4Driving. Website www.ur4jobs.co.uk
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Norfolk Constabulary
North Wales Police
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The examples outlined in this guide have been provided by forces and are used for illustrative purposes only. Unless otherwise stated they have not been formally accredited, assessed or evaluated by the NPIA.