

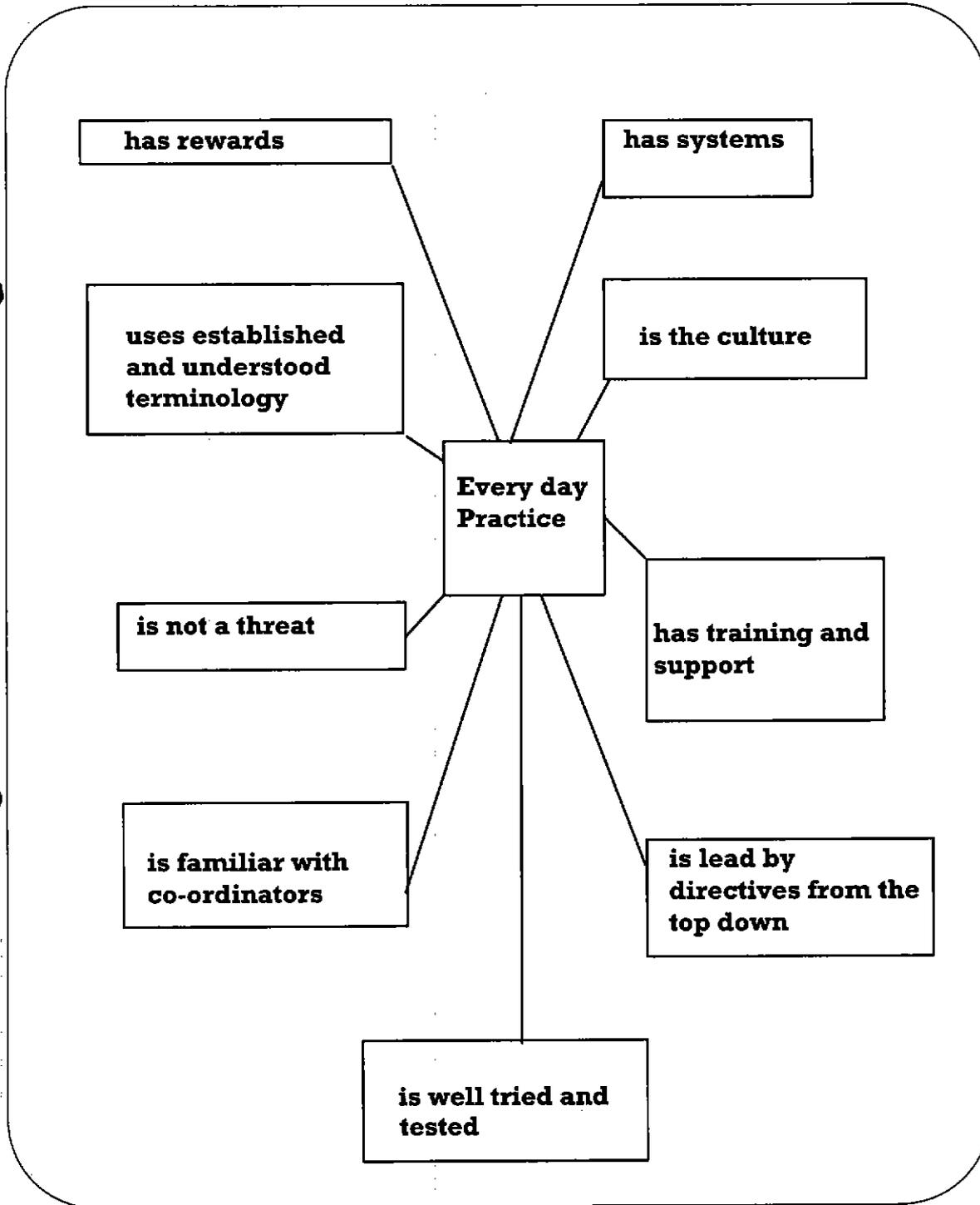
ABSTRACT



EVERYDAY PRACTICE

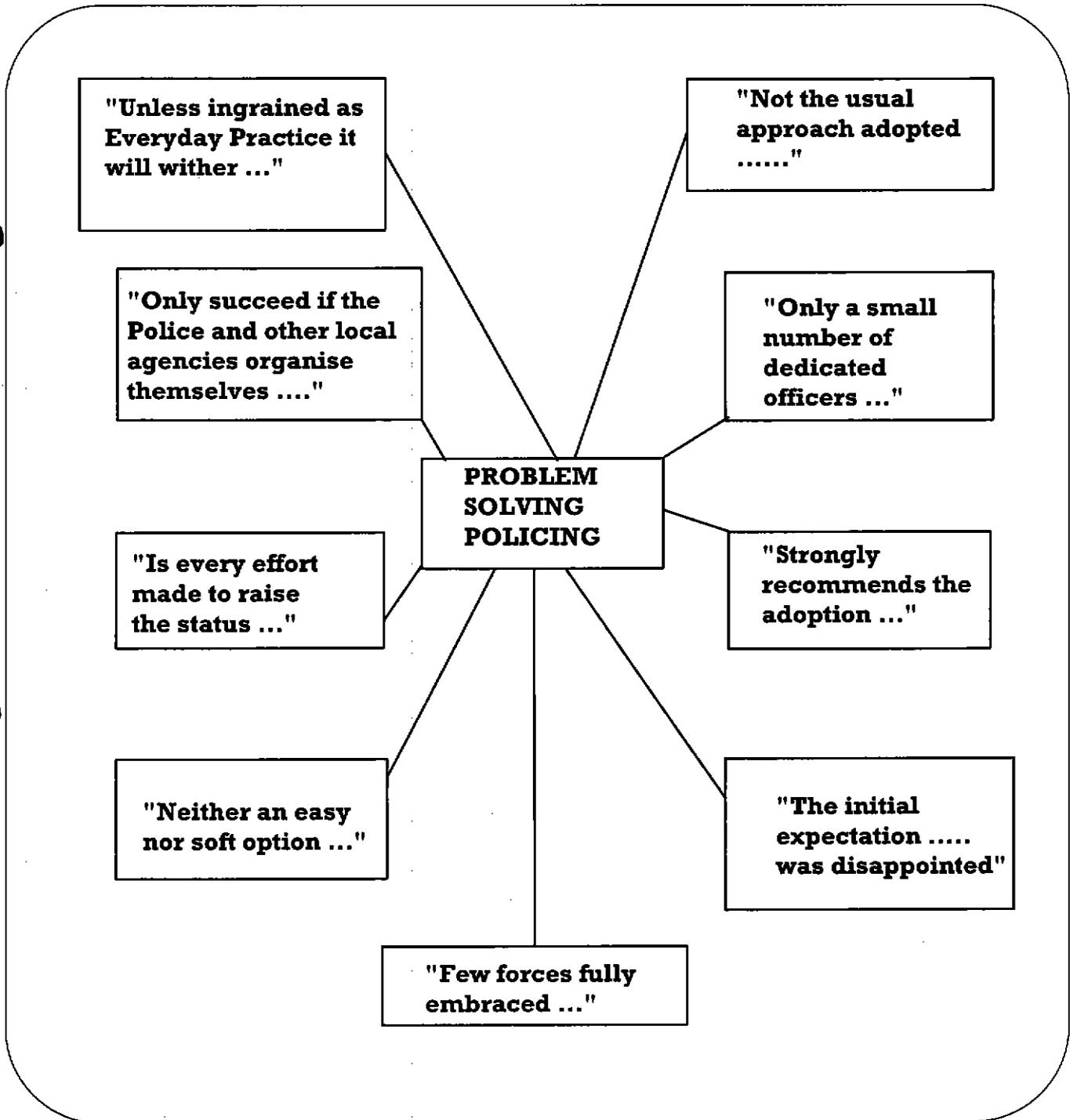
Nature of the Problem

This project is concerned with achieving EVERYDAY PRACTICE in Problem Orientated Policing.



Defining the Problem

These quotes were made about Problem Solving Policing between 1996 and 1999 by the Audit Commission in 'Streetwise', PRC in 'Grease to the squeak', Brit Pop 1 and 2, HMIC in 'Beating Crime', Police Integrity' and 'Keeping the Peace'.



EVERYDAY PRACTICE

Response

s Defining new roles based on SARA

s Training in problem solving techniques with partner agencies

Application of IT to operational problems

Scanning and analysis by all staff

Promoting problem identification with partner agencies

Management support throughout SARA processes

It. Barriers to abstractions and distractions

Qualitative identification and action for vulnerable victims/racial incidents/repeat victims

Focusing on early intervention particularly by age of offender

Focusing on reducing calls about disorder

Develop community resistance to crime and increasing community information

Encouraging enterprise, rewarding success, supporting failure

Harnessing the Crime and Disorder Act

Thinking partnership, openness and communication

Bench-marking and monitoring demands and performance.

Measuring beat levels of calls, crime and disorder

Impact and measurement

POP ingrained in everyday practice through a myriad of inter-locking daily habits. Results of assessments at every level led to expansion of POP to the Division.

Street Level

- 11 Problem solving Action Plans reduce calls for service and crimes. Reductions in A and B grades and crimes are given.

Beat Level

- ✓ The effect of relentless problem solving on one beat is examined. Calls for service and crime fall steadily.

Sector Level

- 2 Evidence of the combined effect of street and beat level work. Calls for service falling, recorded crime falling.

Burglary dwelling was particularly targeted. 18% reduction in the year POP introduced. Comparatively other sectors in the same city increased, up to 18%.

Measurement

Experimentation in defining 'disorder' levels monitored by beat and sector. POP can now be routinely assessed against calls for service, crime, disorder and crime and disorder.

- 2 A cultural 'norm' and exceptional performance have been established through everyday practice.

**"Unless a problem solving
approach is ingrained as**

EVERYDAY

PRACTICE

**it will wither on the vine
in the face of constant pressure
simply to react"**

**Audit Commission: Streetwise:
effective Police Patrol**

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1.0 INTRODUCTION

This report sets out;

- 1.1 what has been done in one year by sector based Police staff which, through demonstrating effectiveness, has been adopted as the style of policing for a Division.
- t2 It demonstrates a rigorous approach to problem identification and action.
- 1.3 Best practice has been the starting point, building in local context and innovation.
- 1.4 Officers have been asked to think long term about the causes of calls for service.
- 1.5 They have been encouraged to consider solutions that differ from conventional operation.
- 1.6 What will be evidenced is how in *everyday practice* a problem solving style may become ingrained.

by products examined are;
- 1.7 deepening of team working across beats, sectors, division, departments, specialists and partner agencies.
- 1.8 best use of all intelligence sources, adding community, local authority and volunteer information,
- 1.9 understanding of how the Crime and Disorder Act may be harnessed to perform to the Ministerial Priorities,
- 1.10 identification of and action to prevent racial incidents, domestic violence, youth offending and repeat victimisation,
- 1.11 provides evidence of incremental improvements towards Best Value through every day practice
- 1.12 The POP ethic is demonstrated through examination of practices daily, weekly and monthly. Its impact is assessed and conclusions drawn.

2.0 DAILY

2.1 Community Beat Managers

2.1.1 The Community Beat Manager is a permanent Beat Officer with a role focused upon problem solving, described in the job description and person specification at Appendix A. The role described was developed experimentally by this Sector.

2.1.2 When coming on duty Community Beat Managers consult daily the printouts of: -

Crime	Appendix B
Divisional Prisoners	Appendix C
Calls for Service	Appendix D

2.1.3 Additionally they trawl the Briefing Notes (Appendix E) and Crime Series databases (Appendix F) and intelligence on the crime information system - (Appendix G)

2.1.4 The crime records are scanned for:-

- Number of recorded crimes for beat area,
- crimes that are indicators of an attempt as well as a full offence e.g. criminal damage to dwelling as an indicator of dwelling burglary,
- look at high volume crimes by street or locations,
- which offenders are committing which crimes,
- crimes occurring on their beat and adjacent areas of surrounding beats,
- which crimes have already been detected and give the names and dates of birth of the offenders.

2.1.5 The prisoners list is used to find out what offenders have been arrested for what offences occurring on their beat or by offenders living on or visiting their beat.

2.1.6 The calls for service summary provides the greatest source of local information by beat area. An officers interest may be:-

- The number of calls for service to the beat area,
- repeat calls to the same addresses, streets or locations,
- repeat calls by the same victim or relating to the same offender,
- disorder not recorded as a crime,
- community information which they recognise as being connected with another incident under investigation,
- a potential future witness/informant, community contact.

2.1.7 The Briefing notes database provides the daily summary of briefing material for sector officers and may include items relevant to their beat. The databases may be accessed from any computer. The crime series may provide an update of detective work under way to address a pattern of crime which crosses their area. General intelligence relating to their beat may be scanned from the crime system.

- 2.1.8 These information sources provide Community Beat Managers with the current knowledge of what is happening on their beat. After abstractions for rest days, leave etc they may have print outs produced for their beat to cover relevant days for crime and calls for service.
- 2.1.9 From this knowledge the beat officers begin to look for repeat locations, issues, individuals which may become the subject of a problem solving action plan. They are given time and support in interrogating this information.
- 2.1.10 Each day Community Beat Managers will consider which crime enquiries they can assist and which calls for service they should follow up to get beneath the causes. They begin to plan and may ask for help with analysis. They consider starting a Problem Solving Action Plan.

2.2 Shift Response Officers

- 2.2.1 Shift response officers come on duty to find the same up to date information printed out for them for the whole Sector area. These print outs are for ready reference only. The daily briefings link the problem solving Action Plans to daily patrol through a directed patrol log, described in the section on 'weekly' activities.

2.3 Sector Supervisors.

- 2.3.1 The front-line Sector Supervisors are Sergeants appointed on merit, assessed as being analytical, innovative, team leaders, committed to problem solving. Their job description and person specification, Appendix H.
- 2.3.2 The Sector Supervisors scan the same information sources as the Community Beat Managers. Particular attention is paid to the records of calls for service to provide a qualitative check of routine work completed by divisional officers and operational support services across a sector.
- 2.3.3 The daily summary of calls for service is read. Where there is insufficient in the summary of incident text a full record of the incident is printed and read. This permits a qualitative overview of the initial, and perhaps only, Police response to an incident.
- 2.3.4 Where an incident appears to require further work the Supervisor tasks a 'follow up enquiry' to the appropriate Community Beat Manager or, for checking facts, intelligence etc, the Sector Intelligence Officer. If the initial visit by a shift officer was not conducted properly eg. a racial incident not recorded, that officer is advised and takes the follow up task. Examples of 'follow up' enquiries are Appendix I.

2.3.5 The reasons a Supervisor may initiate a follow on enquiry include to:-

- Emphasise support for problem solving policing,
seek quality of service,
indicate to a Community Beat Manager an issue of interest to the Sector/Beat,
encourage Community Beat Managers to scan information sources and take early action before a follow on enquiry,
identify early indicators of crime or criminality,
encourage patrolling in appropriate locations/times,
record effort of Community Beat Manager in tackling incidents of disorder before they become reported crime,
Reduce repeat visits of shift officers/or support departments to that location/person.

2.4 Sector Intelligence Officer

2.4.1 An officer works in close proximity to the CBM's and shifts, acts as the main collator, co-ordinator and disseminator of beat and sector information. The role is the primary enabler and continuity resource for all sector staff. His job is described at Appendix J.

2.4.2 This officer prepares briefing information, supports actioning and attends two of the three shift briefings each day. He ensures that these reactive briefings are focused upon items of local concern set in the context of a proactive approach to patrol work.

2.4.3 Directed patrolling is discussed, a log issued to every shift member and tasks allocated by the Shift Sergeant to shift officers individually. In this way preventative patrol is backed-up by the analysis of intelligence information to use non-incident time as productively as **possible**.

2.5 Scanning and Analysis

Disorder

2.5.1 To monitor levels of disorder and impact upon it the sector has defined incidents from calls for service which are not reported crimes but which 'demand a police response'. These are:-

2.5.2 Any incident where a person in the street would be apprehensive or fearful that a crime was taking place.

2.5.3 Examples from real incident records are:-

Children throwing stones at cars, threats to injure, intruder outside premises, youths on motorcycles, vandalism in a play area, disturbed man wandering the streets, kicking my front door, suspicious men loitering, skip set alight and neighbours arguing.

2.5.4 The effect of Police and partner agency effect on these levels are evidenced in the assessment.

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Racial Incident/Domestic Violence/Young Offenders

- 2.5.2 The text of public calls for service record is trawled daily by the Sector Intelligence Officer. The code and description of the message is ignored as this officer thinks of the reasons for the call and whether there is a racial, domestic violence or young offender aspect. These subject areas are selected for special treatment because of the aggravating factors to individual and community.
- 2.5.3 In this way no call to the Police which has a detail of a racial, domestic violence or young person at risk of offending is missed. In the cases of racial and domestic incidents the sector information augments the formal divisional recording practices. For young offenders the names appearing in 'calls' often include the first indication of potential criminality.
- 2.5.4 In the SIO'S absence this role is taken on by Sector Supervisors, increasing the understanding of and emphasis upon these issues by managers. The rate of these incidents, identified by sector, are at Appendix K.

3.0 **WEEKLY**

3.1 **Community Beat Managers**

- 3.1.1 The majority of Community Beat Managers briefing is likely to be self briefing, as discussed in the last section. Additional briefings generally take the form of one to one information exchanges with other Sector Officers. The Sector Intelligence Officer is a regular contact for information change.
- 3.1.2 Debriefing of Community Beat Managers takes place weekly at Sector meetings. With a set agenda each officer knows what will be asked, debriefing is by peer group, Sector Intelligence Officer and Supervisors, Appendix L.
- 3.1.3 Community intelligence is shared together, having been entered into the intelligence system during the week. These formal debriefings provide an opportunity to inform officers on adjacent beats and to benefit from discussion on local problems raised. A summary of notes is produced which is passed to the Divisional Intelligence Unit and Sector Supervisor.
- 3.1.4 Exceptional issues are circulated by E-Mail and brought to the weekly Crime Tasking and Co-ordinating Group. For this reason the Community Beat Unit meets are held on Tuesdays to precede the Crime Tasking and Co-ordinating Group on Thursdays. The flow of information to the divisional group focuses resources on local issues.
- 3.1.5 Through this medium the Community Beat Managers identify the local problems which may require involvement of shift officers or divisional specialist resources. Additionally the Sector Intelligence Officer receives all bids for extra patrolling, observations, arrests which are considered for inclusion on a 'directed patrol log'. These weekly logs enable policing problems at community level to be priorities by community beat managers to shifts, Appendix M.
- 3.1.6 By these means the Community Beat Managers direct the whole of the Sector to local problems which may arise from community intelligence, crime, disorder or from their professional judgement. So robust is this process that shifts may have an impact upon a local problem without the Community Beat Managers leaving messages or adjusting duty hours to speak with them.

3.2 **Shift Response Officers**

- 3.2.1 The shift officers provide the 24 hour response to calls from the public. Their primary role are the A and B grades, emergency and quick attendance at incidents. The down time of these officers is maximised by the provision of the directed patrol logs of sector priority tasks. The list of tasks is issued with any background information necessary to every officer on duty. Everyone has: a part to play in delivering results against the agreed Sector priorities.

- 3.2.2 The prioritising of problem locations, people issues etc in this way gives round the clock attention to them. The baton of team effort is passed from early shift to community beat manager, to late shift and night shift in turn.
- 3.2.3 The priorities are established by applying the SARA principles. All officers are invited to suggest a task for patrol time. The SIO collates bids, under takes additional analysis with other information, if necessary and discusses the range of potential targets with a Sector Supervisor.
- 3.2.4 The responses to this tasking are collected a week later by the Shift Sergeants, who debrief exceptional work. All the records of activity on directed patrol asks is collated by the Sector Intelligence Officer. Noteworthy criminal intelligence is recorded by the individual shift officer on the crime information system at the time.

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3.3 Practising in Partnership

- 3.3.1 Community Beat Managers are expected to meet with the appropriate agencies in their area when developing problem solving action plans. For detail of application to problems see 'Assessment'. Alongside this work based focus is a requirement to liaise regularly, building trust and sharing information.
- 3.3.2 The Home Office guidance on the Crime and Disorder Act 1998 recommends the adopting of the SARA model of problem identification. This advice is proving useful in developing and deepening relationships with partner agencies. Only from positions of trust and an understanding of each others potential contribution can the potential of harnessing this new legislation be realised.
- 3.3.3 All community beat managers have received training with their Police colleagues on problem orientated policing. Additionally there have been two joint training days with other agencies so far. These have been with City Council, Community Development and Advice and Housing departments. An overview of these joint training days is at Appendix N.
- 3.3.4 The purpose of these days together were to get to know each other, understand common areas of work and how each agency can help the other and the community they serve. There was a powerful signal that each agency was expected to work together as partners. The change in relationship enforced by the crime and disorder act was explored.
- 3.3.5 Further joint training is planned with the Probation Service and City Council Social Service and Education Departments and the Health Authority.
- 3.3.6 The sector has negotiated the use of ten city-wide Housing Offices as accommodation for community beat managers on their area. These provide a local base for enquiries, desk space and telephone without requiring the officer to return to the Police Station.

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3.3.7 The main Housing Offices are also used for weekly joint 'surgeries'. These deal with local problems reported either to Housing or police by residents of council housing stock. This dual service often gains more information from the visitor, leads to better and quicker resolution of personal and community problems.

3.3.8 POP encourages a bottom up identification of causes of crime and disorder and fear of crime. Practitioners are more likely to welcome a freedom to agree the reasons for their agencies involvement and to share the load in implementing solutions,

3.4 **POP Databases**

3.4.1 POP databases of incidents are readily available to all officers by beat area. The information is provided specifically for the Community Beat Officers. They examine the record to brief themselves regarding incident trends and in the development and implementation of problem solving action plans. The purpose of the database is to enable the use of otherwise unwieldy volumes of information and encourage thought processes and problem identification.

3.4.2 Though information from callers to the Police is recorded on the Force command and control system, this does not allow for the data to be manipulated or to be displayed in variations in one field. The system cannot be passed around, electronically and activating queries for results are hard to operate.

3.4.3 So this information is made accessible from the Force data warehouse and set out on a Lotus Approach database. This database provides easy access from any computer. It provides a visual display of information and allows selection of fields at the click of a button. The Lotus application can be transmitted anywhere in the Force or attached to any other document for use in any number of ways.

3.4.4 The fields of the database provide locations which may be by street or number of house. It provides details of the victims and aggrieved that may not appear in crime records. It provides supporting information for repeat victimisation. It identifies regular complainers, the details of witnesses and those who are active on the Police in the communities behalf. An example of the menu field and a query are at Appendix O.

3.4.5 The information may be used to scan the reasons why the public ring the Police in a beat area or even at street level. It encourages analysis of any trends under fields displayed at the menu. It encourages officers to ask questions of customer information.

3.4.6 The information is easily printed off at any terminal and may be used to evidence problem solving action plans, discuss with colleagues, share in discussion with partner agencies and to display at public meetings.

3.4.7 It has a primary use in the monitoring of public concerns for beat and community areas to observe the effect of action plans over a number of months and to provide overall results. The number of callers, caller types, concerns raised, victims effected may be readily monitored.

4.0 **MONTHLY**

4.1 **Scanning and Analysis**

4.1.1 The information that is normally available from the Force crime system permits only single queries and lines of text produced after individual queries are entered. This sector has piloted the use of iglass software, to overcome these difficulties.

4.1.2 This software tends to be used on a monthly basis to increase an understanding in the crime trends at beat level, for measurement and for exploration of high volumes of data, increasing confidence in staff ability to analyse criminality.

4.1.3 The Sector Intelligence Officer, Community Beat Officers and Sector Supervisors regularly use this analytical computer tool to assess progress against crime and to guide the development of problem solving action plans. The software encourages these officers and the Community Beat Managers to sit together, often in groups of two or three and to ask "What if?".

4.1.4 The questions typically are, what crimes, what times, what places, method of operation. This medium readily permits analysis of historical trends, current trends and predictions by crime type, method of operation, changes in detection rates etc.

4.1.5 The great strength of this software, is the nature of its instant visual representations. The mining of data diagrammatically encourages novices to vary the question and to look deeper. Visual images typically may be numerical, text or charts.

4.1.6 Its specific purpose for managers is the production of beat profiles, examples at Appendix P. By taking beat profiles on a monthly basis it is possible to build up a picture of changes in trends of reported crime by category.

○ 4.1.7 Decisions are made on the training and support of Community Beat Officers according to prevailing crime trends. This Appendix evidences which Community Beat Manager would benefit from an 'Auto-Crime' Course. Through similar need based assessment other officers have received domestic violence and racial incident training.

4.1.8 These profiles are regularly used for display at public meetings both by Community Beat Officers and managers, useful in training exercises and publicising and promoting the impact of partnership working towards reduction of recorded crime.

4.1.9 Officers familiarity and confidence in undertaking analysis is aided by applying this IT to operational needs. The example at Appendix Q shows how assaults and disorder in the City Centre may be examined. Peeling down through the data shows that vast majority are committed between 2300 and 0300 hrs, are detected crimes, and where a premises is named, occur in or outside clubs. An action plan has been initiated by the Community Beat Manager who undertook this analysis. It took about 15 minutes to do.

4.2 Support and Trainin^g

4.2.1 The response of Community Beat Managers to local problems is encouraged by sending to each of them copies of national reports which major on the need for community problem solving. In recent months they have received HMIC reports - Winning the Race - Revisited and Police Integrity.

4.2.2 They are allowed duty time to study for and complete assignments towards achieving a certificate in Community Policing. The modules are working with Parish Councils, working with Watch Schemes, the role of Police in drugs education, the role of Police in supporting education, the role of Police in repeat victimisation, working in partnerships, physical and environmental security issues, communication skills, intelligence led policing, terrorism - basic competence and race issues in the community. The certificate is awarded by Cambridge University Board of Continuing Education.

4.2.3 All Sector Community Beat Managers either qualified last year or are studying for this award. No other equivalent qualification exists for Community Policing.

4.2.4 Monthly the sector supervisors monitor performance of staff in reading, using and recording information, all community beat databases. This includes:-

Crime series
Problem Solving Action Plans
Consultation
POP calls for service

4.2.5 Exceptional activity is rewarded with praise and recorded on personal files, low performance receives support. Good work certificates are awarded by the Divisional Commander for successful Action Plans.

5.0 ASSESSMENT

This section evidences the impact that the POP approach has had on one Sector. The evidence is given in examples of activity on and results for;

- Street level - problem solving action plans
- Sector level - performance on burglary dwelling
- Beat level - overall impact
- Sector level - overall impact

5.1 Street Level - Problem Solving Action Plans

For detail of the SARA model for these plans see Appendix R.

<u>Ragdale Close</u>	Before	After
Calls for service	9	0
Recorded crime	27	2
<u>Myrtle Avenue</u>		
Calls for service	13	0
Recorded crime	11	1
<u>Craig Street</u>		
Calls for service	28	8
Recorded crime	16	0

5.2 Sector Level - Performance on Burglary Dwelling

Scan: Levels of burglary reports fairly constant, trends identified after a few weeks, suspects and scenes slow to be actioned.

Analysis: Insufficient to wait for detection through Crime Management, no targeting of suspects by uniform staff, slight knowledge of burglaries by CBM, little community knowledge.

Response: (As per the rigor detailed in Day and Week) Directed patrolling, Sector ownership for results, prioritised at weekly tasking, CBM and shift and partner agency involvement. Team effort.

Assessment: Burglary dwelling rate 18% down in one year, significantly bucking the trend compared with other sectors on division, other divisions and force, Appendix S.

5.3 **Beat Level - Overall impact**

The Community Beat Manager for Dogsthorpe beat has been in post for two years. His work commenced before adoption of POP by the sector but demonstrates the long term benefits of this approach. The officer previously worked in crime reduction and set his goal on reducing victims and with it crime. Some days there are no crimes reported on this beat.

Appendix T shows the decline in crime and calls over 2 years.

5.4 **Sector Level - Overall Impact**

The sector levels of calls for service crime and disorder have been recorded and monitored together since September 1998. The record at Appendix U graphically illustrates a slight, but steady, decrease in calls for service and reported crime.

There was an expectation that disorder would fall off before crime. The reliability of disorder monitoring can be seen by the rise in reports before and after November 5th. Perhaps disorder is falling but is being 'topped up' by pre-cursor incidents that no longer become crimes due to positive POP actions. Time will tell.

Similar graphs are produced for each beat and used to inform on progress area by area. The levels of reporting racial incidents, domestic violence and young offenders are monitored and actioned, as Appendix K.

6.0 **CONCLUSION**

- 6.1 Individual officers have led the way, accepting that changing practices will involve taking on new information and experimenting with different ways of working before long term gains are secured.
- 6.2 Beginning with best practice, development of POP has been through encouraging daily scanning of all information sources, experimentation with analysis and implementation and a focus on results.
- 6.3 New roles have been created, training with partners provided and goals set.
- 6.4 There has been successful integration of IT systems and analytical tools with operational practice, enabling all staff easy and ready access to all police information for routine scanning and analysis.
- 6.5 The briefing and de-briefing of all staff has been shown to be rewarding for individuals, the team and for performance.
- 6.6 'Bottom up' identification of problems, and resourcing in response, has become accepted practice for the sector and now the division.
- 6.7 There is the expectation and acceptance that the community and partner agencies have to be considered in identifying and developing solutions to problems.
- 6.8 All staff are held to performance measures, as individuals and as team members. There is clarity of linkage between individuals activity with ministerial priorities.
- 6.9 We are pioneering new ways of measuring community concerns by developing and using a definition of disorder. Performance measured against disorder reinforces POP through identification of cause of crime and the response encourages community resistance.
- 6.10 There is routine measurement of the impact on specific community problems through the SARA process and the effect on calls for service and categories of crime. The impact is through the cumulative effect of constant, relentless, intensive problem solving at the earliest possible intervention point.
- 6.11 Overall performance is measured against calls for service, crime and disorder at beat and sector levels. Impact of SARA action plans on categories of crime are monitored at sector and beat levels. Burglary dwelling has been significantly reduced.

- 6.12 All Sector staff know that they are leading in problem solving, they feel good doing it, a better team with better results.
- 6.13 They have proved the value of POP to a Police Division and County Force, expanding its influence through active promotion of its effect.
- 6.14 For POP to have a lasting impact there must be a consistency of approach a myriad of inter-locking systems which operate daily, weekly and monthly which direct, support and focus problem solving.
- 6.15 These practices are expanding to all service delivery, proving effectiveness and becoming ingrained, establishing a cultural 'norm' through everyday practice.

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