



Lothian and Borders Police

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Dear Sir/Madam,

THE TILLEY AWARD - PROBLEM ORIENTED POLICING

I have much pleasure in endorsing the enclosed entry of Lothian and Borders Police for the above Award.

As you will **read** in the submission, much work has been undertaken by the Force to progress Problem Solving Policing as an effective method of policing operations. I am convinced we are progressing well and the submission realistically reflects some problem areas in development but also our successes to **date**.

The contact person for this submission is Superintendent Jim Tilston, Community Safety Branch, Force Headquarters, Edinburgh. **(0131-211-3210)**.

I look forward to the outcome of the Award judging.

Yours faithfully,

Chief Constable

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ABSTRACT

TITLE: DEVELOPING THE PRINCIPLES OF PROBLEM ORIENTED (SOLVING) POLICING TO ADDRESS A RANGE OF POLICING PROBLEMS IN MID AND EAST Lothian - 'E' DIVISION OF Lothian AND Borders POLICE.

NATURE OF THE PROBLEM ADDRESSED

In 1998, Lothian and Borders Police adopted Problem Oriented Policing (now titled Problem Solving Policing) as a vehicle for reducing human resource hours spent repeatedly addressing the same problems, giving a better service to repeat victims and for developing links with partner organisations. There were to be two distinct Phases to the introduction of the pilot. Phase I would concentrate on repeat crime related incidents whilst Phase II, to be introduced a few months later, would focus on long standing and difficult beat complaints. Phase I of this strategy was introduced in April 1998 and would act as a pilot scheme for one year.

THE EVIDENCE USED TO DEFINE THE PROBLEM

- (I) In 1998, the then A.C.C. Tom Wood stated that only 20% of police work in Lothian and Borders Police area was crime related. The remaining 80% therefore comprised of beat complaints, traffic management issues and other matters.
- (II) Whilst crime was dropping overall in line with other Scottish Forces vandalism had increased in the Force area by over 400 incidents to 12,810 incidents.
- (III) Public surveys whilst acknowledging the drop in crime overall were consistently referring to the remaining perception of a fear of crime amongst the public.
- (IV) Repeat beat complaint problems were not being addressed, merely being responded to time after time with no tangible end result or long term solution.

MEASURING THE RESPONSE

- (I) The success of each package is determined by a significant drop in police attendance at a locus or a total cessation of calls to that locus.
- (II) An increase in the volume and quality of partnership working within the area.
- (III) An evaluation of Problem Solving Policing in 'E' Division has recently concluded.

BACKGROUND AND DEVELOPMENT OF PROBLEM SOLVING POLICING (PSP) IN MID AND EAST Lothian - 'E' DIVISION - Lothian and Borders Police

For many years Lothian and Borders Police have operated on traditional policing structures including an independent Criminal Investigation Department and Community Services Department. Like other forces in the U.K. there was a tendency to operate in isolation from each other but ultimately working towards the same goal of reducing crime and creating safer communities.

It was recognised that this Force, similar to many others, required to make better use of its scarce resources, analyse better its repeat problems, utilise intelligence and be more focused on crime reduction activity encompassing a more integrated approach to preventative functions.

The Strategy for achieving this lay on several fronts

- a joint Action Plan for CID and Community Services
- a more focused role for Crime Desks and Crime Analysts
- a more focused role for Crime Prevention Officers (who after implementation of PSP would take the title of Crime Reduction Officers)
- the integration of the Crime Prevention function with the Criminal Investigation Department
- enhanced role, after training for Community Constables (taking on new tasks such as presentations in schools and domestic Crime Prevention Surveys)
- creation of Local Authority Liaison Inspectors posts
- introduction of a Community Safety Newsletter - 'Safe Times' for sharing information, not only within the Force but also with 'partner' organisations.

The strategy within the force for the introduction of Problem Solving Policing was based upon the ethos of:

"the provision of clear, cohesive strategies which will provide long(er) term

solutions. "

This resulted in a 3-pronged approach.

Firstly, consulting local communities on problems and on highlighting how they might assist in making their community or locality safer.

Secondly, building local community partnerships which engage other public agencies, the voluntary and private sectors and community organisations, all working to the same end result.

Thirdly, preparing with and supporting staff at all levels who would have responsibility for implementing, Problem Solving Policing to ensure they understood what the Force was trying to achieve and to identify the benefits.

In order to progress this and ensure the Force was on the 'right track' a two tier plan was devised.

In the first instance, the Force took on the services of an outside consultant, experienced in Partnership development and implementation of Problem Solving Policing.

With this done, the second part of the plan was the commencement of a pilot project on Problem Solving Policing in one Division. The Division selected, 'E' Division, represented a range of policing issues for the Force. The Division encompasses two local authority areas. East Lothian has a population of 80,000 and is a mixture of rural villages and a cluster of small established towns. It is a relatively affluent county with pockets of declining older industry particularly mining. Midlothian has a population of 85,000 and a declining industrial base. The area is policed as one division with 324 officers commanded by a Chief Superintendent.

Dalkeith is the main county town in Midlothian and is the seat of local government and also Divisional Police Headquarters.

The aims of the pilot were stated prior to its commencement (Appendix 1).

The remainder of this submission will focus on this pilot scheme with particular reference to Dalkeith Police Station in an effort to give a flavour of the project and the way it developed and also the rewards of implementation.

INTRODUCTION OF PROBLEM SOLVING POLICING TO 'E' DIVISION

During February 1998 training courses were held for the 24 'E' Division Community Constables. Its purpose was to introduce them to the concepts of Problem Solving Policing and to develop the necessary skills (Appendix 2). This was followed on 2-5 March 1998 with a training course for the 3 Community Liaison Officers.

On 9-10 March 1998 a 2-day training course on PSP was held at Carberry Towers Conference Centre, Musselburgh, for all 'E' Division officers of Inspector rank and above. Also present were the Chief Constable, representatives from the Scottish Office, other Scottish Police Forces and personnel from the new 'E' Division Crime Management Unit. A series of 2 hour training courses for all other Divisional personnel commenced on 16 March 1999.

The Chief Constable, Sir Roy Cameron, officially launched Problem Solving Policing at Dalkeith Police Station on Friday 19 March 1998 (Appendix 3).

Problem Solving Policing (PSP)

The word 'oriented' in the phrase Problem Oriented Policing had very early on been recognised as being problematic. During training many officers had difficulty relating to the word and during discussions with 'partners' its meaning was not understood. For these reasons the phrase Problem Solving Policing was adopted in 'E' Division.

Training of Personnel

The effect of the training on the first phase of PSP was mixed. Those officers who received several days' training, such as Community Constables and the Crime Management Unit, embraced the concept as they had been given specific remits. It was

quickly realised the majority of officers within 'E' Division were not involved in PSP as their training was limited and, more importantly, they had no specific role to perform. Basically, shift personnel including Inspectors, Sergeants and Constables were excluded from Phase I of PSP in 'E' Division. This was to be addressed in an informal way by one Inspector who immediately ressed the matter with his own Team.

Crime Management Unit

Phase I relies heavily on the skills of the Crime Management Unit in interrogating the crime recording systems to identify repeat patterns. The Unit then packages the problem in an easy to read format containing relevant intelligence (Appendix 4). Ninety two packages have been produced in the Division since 1 April 1998.

The Divisional Detective Chief Inspector is responsible for the development and co-ordination of all Phase 1 packages.

S.A.R.A. (SCANNING, ANALYSING, RESPONDING, ASSESSING)

It was recognised that the S.A.R.A. model must be incorporated within the development of PSP in Lothian and Borders Police and this has been achieved.

Graded Response to Phase I Packages - Bronze, Silver and Gold

Phase I packages are graded depending on the seriousness of the crime or the volume of crimes. The basic package is graded Bronze and it relates to a low number of repeat crimes. A Bronze package is given to a Community Constable for enquiry. The Community Constable then proceeds to solve the problem by consulting the relevant 'partners', for that particular problem, and then works towards a solution.

A Silver package is initiated when the number of incidents increases significantly. This type of package is given to the Divisional Crime Reduction Officer.

A Gold package is created for a crime wave of more serious offences. To date only one Gold package has been created and it related to a series of 35 housebreakings in or near the town of North Berwick. The CID accept responsibility for Gold packages.

When Phase I was introduced a significant number of packages were created. However, a subsequent evaluation by the Detective Chief Inspector concluded that a high proportion of them should not have been created and that the quality of packages was more relevant than the volume.

DEVELOPMENT OF NON-CRIME RELATED PROBLEM SOLVING - PHASE II

In response to the exclusion, of shift -personnel- from-Phase Land_ an a arent lack of structure fora second phase of PSPdevelopment, a non-crime problem solving initiative started at Dalkeith Police Station in April 1998. The focus of this initiative was to develop a system for tackling repeat problems of a beat complaint nature.

A simple proforma was designed (Appendix 5) and it is basically a step by step guide to tackling any repeat problem. It requires the officer addressing the problem, to firstly state exactly what the problem is. That officer then formulates a plan by writing down which partners/agencies should be involved in solving that problem. The date and time of the meeting held with the partners is stated as are the actions agreed at the meeting. The process is completed when all the partners have undertaken their agreed actions and the problem is solved.

On 30 April 1998 the first two Phase II packages were started at Dalkeith Police Station. Both dealt with repeat neighbour disputes and one of these is profiled later in this submission. (P15)

Management of Phase II Package

A Phase II package can be commenced by any officer who recognises a repeat pattern or by a member of the support staff who has been allocated that specific duty. The Command and Control system is trawled each morning to identify repeat incidents relating to each station. When a repeat pattern has been identified the Station Inspector must approve its status as a Phase II package. Experience has shown that between 8-10 is the maximum number of live packages that a station can competently manage at one time.

The person charged with 'running' the package is then nominated by the Station Inspector. This allows the Station Inspector to control the quality of packages and it also ensures that the workload is spread out amongst officers.

The Station Inspector then signs the proforma, giving approval for it to commence. At the conclusion of the plan the Inspector again signs the proforma to close the package or alternatively, directs that more attention to the problem is required.

Training for Phase II

As Phase II was unofficial and therefore lacked a clear plan of action before its implementation, training has been on an ad hoc basis. This has not been a problem as the concept and the process are both simple.

Staff at Dalkeith Police Station have been briefed continually as matters have developed and PSP has become part of everyday working practice. However it quickly became clear that if Phase II was to develop outwith Dalkeith then the other Station Inspectors would have to be trained on developments to date. During August 1998 all Divisional Inspectors, including those in the CID, met with the consultant appointed by the Force on the development of PSP. Phase I was reviewed and the development of Phase II was discussed. The Station Inspectors then accepted the role of managing all PSP packages for their respective areas. Thereafter, the Station Inspectors held several meetings to discuss the development of PSP.

Whilst the Inspectors became PSP managers for their respective stations other members of staff were identified to undertake the daily routine of looking for repeat problems. A minimum of 2 persons per station were given a 1 hour training course on the process of trawling the Command and Control system for patterns and initiating a Phase II package. Several Inspectors appointed support staff while others appointed Community Constables.

Formal Implementation of Phase II

On Monday 1 February 1999 a Divisional Order entitled "Problem Solving Policing - Implementation of Phase II" formalised the whole process. It stated the intentions and the procedures involved in Phase II.

INCORPORATING PARTNERS INTO PROBLEM SOLVING POLICING

During 1998 Councillors, Council officials and Community Councillors relative to Dalkeith were briefed on the Partnership/Problem Solving Policing concept. However, in an attempt to reach all the 'partners' in the Dalkeith area a seminar was organised. Its aim was to educate as many 'partners' as possible on the benefits of a joint approach to solving problems.

The seminar took place on the evening of Thursday 25 February 1999 at Dalkeith High School. The partners present included all headteachers, Neighbourhood Watch chairpersons, the Press, business people, Councillors, Council officials and Community Council chairpersons previously mentioned. At the conclusion of the formal "educational" part of the seminar the 'partners' were split into 3 focus groups and were then given 4 live problems to solve. These problems were Phase II packages with the names and addresses changed to ensure confidentiality. The purpose of the exercise **was to** demonstrate how it was easier to solve problems by working together.

The summing up at the end of the seminar identified 4 key issues, as follows,

1. Tackling any problem requires a rapid response by all the partners concerned.
2. Local people have to become involved in solving local problems.
3. The Partnership/Problem Solving Policing approach must be made to work and not be just a talking-shop.
4. The key to solving local issues is communication.

This format for briefing partners on PSP will soon be undertaken by all Station Inspectors within E' Division.

DOVETAILING PHASE I AND PHASE II

One of the interesting features of PSP is that crime and beat complaints have a tendency to overlap. At Dalkeith many Phase I packages created by the Crime Management Unit have coincided with Phase 11 packages created independently by local officers.

However, whilst the culture in 'E' Division is slowly, but surely, changing to embrace PSP as part of the norm there is still some way to go in getting Phase I and Phase II to function as one. This, is because the packages are generated from two different sources and follow different processes before reaching a conclusion. To date this anomaly has actually been of benefit because both processes are continually learning from each other.

The key to the whole system is therefore the Station Inspector because as the problem solving manager for an area all packages are channelled through him or her.

TASKING AND CO-ORDINATING GROUP (TAC GROUP)

The sub-divisional TAC Group meets every 2 weeks. It comprises the Sub-Divisional Superintendent, Detective Chief Inspector, Detective Inspector and Station Inspectors. Also present is the Local Authority Liaison Inspector. The primary function of this group is to discuss and tackle crime in the sub-division. However as PSP has developed it has come onto the agenda of the TAC group. The meeting discusses any new Phase I or Phase II packages or any others which are of interest. This process has the effect of encouraging best practice in PSP related matters.

WORKING TOWARDS A UNIFIED APPROACH IN 'E' DIVISION

At present Dalkeith Police Station is significantly advanced in its development of PSP and the problem solving approach is very much part of the culture. However to get the full benefit from PSP the rest of the Division now requires to come up to speed as this will provide 2 main advantages. The first is a complete change of culture throughout the Division whereby the structured approach to problem solving becomes a matter of common practice. The second is a consistency of approach to and from our partners.

DETERMINING SUCCESS

Since 30 April 1998 staff at Dalkeith Police Station have dealt with 30 PSP packages. There have been 7 Phase I and 23 Phase II packages, with 6 of them overlapping. Several of the packages have had their problems completely solved. However, most of the packages have been finalised because they have been given so much attention by partnership action that problems appear to have ceased but still retain the potential to return at some point.

As local PSP Manager the Station Inspector ultimately determines whether a package has been successful or not.

Reviewing a Failed Package

Experience has **also** shown that the problem which requires solving is not always as obvious as it first appeared to be. Officers at Dalkeith Police Station have had to review 3 prolonged and time consuming packages for which the initial plans of action failed. In each case a review of the 'Description of Problem' on the proforma determined that the original complainer was in fact, a major contributor to the problem. Two of these problems have now been solved by directing the partnership approach at the complainer. At the time of writing a third is in the process of being resolved by the same strategy.

CURRENT DEVELOPMENTS WITH PROBLEM SOLVING POLICING

1. Using PSP to meet Divisional Goals

The operational goals (objectives) for 'E' Division for 1999/2000 are taken directly from the Force Goals. Normally each Station Inspector would tackle these operational goals in his/her own way. The results could therefore be unpredictable. In May 1999 Dalkeith Police Station used the Phase II proforma to tackle each goal separately in a structured and logical manner. The partnership approach to solving problems will therefore be used for the first time in meeting Divisional objectives. Further to this, each of the 5 goals has been given to a Sergeant who will follow the Phase II procedure.

2. **Using PSP to Tackle 'Hot Spots'**

To date both Phase I and Phase II have been geared to tackle repeat incidents at specific loci or involving specific individuals. However, it has become more apparent that crime patterns affecting a larger geographic area are not receiving appropriate attention. These types of patterns are locally called 'hot spots'.

Dalkeith and Newbattle Police Stations have recently undertaken a joint approach to solving a serious rise in car related crime common to both areas. Firstly, the Crime Management Unit were requested to produce an intelligence package relative to this problem in each area. A Sergeant from each station was then identified as the problem solver and instructed to use the Phase II proforma to provide a joint approach to solving the problem.

3. **'Flagging' A Package**

A system of 'flagging' PSP packages on the Command and Control system has been developed. Basically, once an address has been registered on the system as being part of a package the controller should become aware of this immediately when creating a new incident to that locus. When that incident is finalised the operator transmits it to the relevant station. The following morning the person, at that station, who is responsible for trawling for repeat incidents will be immediately notified by the flagging process, that a new incident has been created.

Potential Developments

Staff at Dalkeith Police Station are currently examining the feasibility of setting up a database of problem solving packages. Its purpose would be to provide ready access to information on a problem type.

For example if an officer was given a package relating to youths vandalising a school he could access the database for like packages where a solution has been found. By doing

this he would easily identify which partners should be contacted to formulate his strategy accordingly.

EXAMPLES OF PROBLEM SOLVING POLICING

A) Ms 'X' (Bronze and Phase II packages)

This is one of the original Phase II packages at Dalkeith Police Station and it relates to a long-standing neighbours dispute. Ms 'X' is a single parent, with 2 infants, who maintained an unruly house. The complainers are her neighbours, the 'Ws', who are an elderly couple.

The partners involved in this problem solving process were the Station Inspector, Community Constable, Midlothian Council Housing Officers, Midlothian Council Legal Department and laterally Midlothian Council Social Work Department.

Stage 1 Ms 'X' was eventually warned in a joint approach with police and housing officers and was then served with a Notice of Eviction. The Notice was later withdrawn by the Legal Department.

Stage 2 The problem was reviewed and the 'Ws' **were counselled** by police and housing officers regarding their activities. The Social Work Department were then brought in to advise Ms 'X'.

The result was a success for the PSP process. Between 30 June 1998 and 20 December 1998 police attended on at least 35 occasions. Since 1 January 1999 the police have attended on 3 occasions.

B) 'R' High School (Silver)

A local High School was for many years the subject of-an horrendous catalogue of vandalism, house-breakings and fire-raising. In April 1998 a Silver package was created and allocated to the Crime Reduction Officer as the problem was so severe.

The partners involved were 'R' High School staff and pupils, East Lothian Education Department, the Press, Community Constable, Crime Reduction Officer, Force Architectural Liaison Officer and the Local Authority Liaison Inspector.

The result was a dramatic reduction in incidents at the school. From 1 January 1998 there had been 17 recorded crimes at the school. Between 1 May 1998 to 31 July 1998 partnership attention reduced this to 8 crimes. Then between 1 August 1998 to 30 November 1998 only one crime was recorded.

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C) Mr 'H' (Bronze, Silver and Phase II packages)

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Mr 'H' is an elderly gentleman who lives next to a park. He suffered from youths smashing his windows. A Bronze package was created for the Community Constable but the problem was not solved and in fact escalated.

A Silver package was then given to the Crime Reduction Officer. The problem continued and Mr 'H' received medical attention when he collapsed after giving chase to the youths.

A Phase II package was then created and given to a Sergeant at Dalkeith Police Station who re-examined the problem, discovered that Mr 'H's' erratic behaviour encouraged the youths, by his behaviour. It was therefore part of the strategy to sit down and discuss the situation with Mr 'H' to identify how he could assist in resolving the problem.

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Partners involved were the Housing Department, Social Work Department, Mr 'H's' GP, Community Constable, Crime Prevention Officer and Sergeant.

As a result there have been no further calls to Mr 'H's' home since February 1999.

FUTURE DEVELOPMENTS OF PROBLEM SOLVING POLICING WITHIN THE FORCE

In March 1999, as part of the Force's structural review the Community Safety Branch came under the direction and control, of the Criminal Investigation Department. This resulted in a Joint Action Plan between CID and Community Services.

The incoming Community Safety Superintendent saw that whilst the pilot in 'E' Division was working satisfactorily there was a need to standardise the approach to Problem Solving Policing before full implementation across the Force. Each Division was working at its own pace and with a lack of corporacy. On 27 May 1999, an internal Force Seminar on PSP was held for Executive, Senior and middle management. Its purpose was to establish how PSP was developing and determine the next phase of the strategy for implementation to the whole Force. This was an excellent refocusing exercise.

EVALUATION REPORT ON THE 'E' DIVISION PILOT PROJECT

As part of the strategic planning for Community Safety within the Force a Chief Inspector was tasked with reviewing PSP within 'E' Division. His terms of reference were as follows:

1. Review the implementation of the PSP pilot introduced throughout 'E' Division on 1 April, 1998, evaluating its effectiveness during the period until 31 March, 1999.
2. In evaluating the effectiveness of the pilot consider the key aims and objectives of the pilot and assess the extent to which these have been met.
3. Employ a co-operative approach to sample incidents before and after the implementation of problem solving in order that a qualitative assessment of the impact can be given.
4. Give regard to the effectiveness of problem solving in influencing crime levels and reduction rates.
5. Based on the findings of the evaluation consideration should be given to its potential as a Force strategy in the development of a multi-agency partnership approach to crime and anti-social behaviour.
6. Subject to the findings of the evaluation make recommendations with

identified timescales as to its successful implementation throughout the Force area, based on identified good practice.

The evaluation of the pilot scheme has resulted in six main conclusions:

1. The failure to involve operational Inspectors during the planning and implementation phase resulted in them experiencing a feeling of alienation and lack of ownership.
(This situation has been rectified and operational Inspectors now have a pivotal role in both crime and community based packages.)
2. The phased approach to the introduction of the pilot resulted in it being viewed as belonging to a particular sector of the organisation rather than the whole Division.
3. Due to the failure to deliver Phase II on time the effectiveness of the training events held were diminished.
4. In the short period of time the pilot has run there is ample evidence of multi-agency partnership working in a variety of areas to a much higher level than previously.
5. There has been no immediate impact on recorded levels of crimes or solvency rates as a result of the introduction of problem solving policing. However the Comparative Case Studies (see pages 15 and 16) demonstrate the potential benefits in reduction of incidents and freeing of police resources.
6. That the realignment of Crime Reduction Officers under the control of the Divisional Crime Manager has enhanced both their effectiveness in that role but also enhanced the functions carried out by the Community Constables.

CONCLUSIONS

It has been concluded the 'E' Division pilot project has been a success and there is now a desire to roll out Problem Solving Policing to the rest of the Force. The remainder of 1999 will therefore see the progressive training of staff and implementation of PSP to the five other Divisions of Lothian and Borders Police. In addition it will be essential to set up across Divisional Group to liaise with Performance Management Department to create a Forcewide policy on monitoring and evaluation criteria.

Problem Solving Policing is basically a simple process which formalises procedures and practices which have developed over many years. The introduction of Phase I within 'E' Division could, with hindsight, have been handled better. Phase II, however, originated from a recognition that PSP had merit and it is evolving steadily to provide a change of culture within a Division.

With Station Inspectors managing the problems within their own geographical areas and the TAC Group meetings generating a sense of best practice Problem Solving Policing has a positive future within Lothian and Borders Police.