A PROBLEM SOLVING APPROACH TO PERFORMANCE MANAGEMENT

The project submitted by the Merseyside Police Problem Solving Team details how the Force have moved to the Compstat performance management system, supported by problem oriented policing.

Performance management had been measured by a system of monthly performance indicator books and crime statistics. This system was supplemented by quarterly performance reviews for Area Commanders, supported by visits from various officers that would examine some of the systems within the Area. This system tended to review Areas in isolation.

The system was thought to lack focus and there was an issue in relation to compliance and identifying good practice.

The Compstat process consists of a meeting of all Area Command Teams and is chaired by either an Assistant Chief Constable or Chief Superintendent. One or two of the Areas present will be subject of a review as described below.

In August 1999 a Problem solving team was established for a period of twelve months. The Team, who had developed a strategy to `embed problem solving into the philosophy of the Force', saw the Compstat process as the idea vehicle to achieve their aim.

The team are used as a review team, to research systems and processes within Areas and identify good practice for dissemination throughout the Force.

The Comp stat process was initially viewed as a negative process and Areas were guarded. about the value of the system. In order to assist them to develop responses to the Areas of concern, the Problem Solving Team offer their services in the following ways: -

- D As problems are identified, the Team address the issues either during the visits or at a later stage. This includes developing specific training courses or publishing detailed documents in relation to POP
 - In order to address specific issues, the Team, at the request of the Area, will conduct non prejudicial reviews
- d To improve performance, internally or externally, the Team offer a facilitation service using the SARA process.

The impact of the above has been a more focused method of measuring performance, improvement in relation to crime performance as evidenced by crime statistics and a greater appreciation of how POP can improve Area performance.

A Problem Solving Approach to Performance Management

2000 Tilley Award (Structure)

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Introduction

project his describes how Merseyside Police has developed method of measuring Force and Area performance against targets, supporting the process with reviews to identify good practice and areas for improvement through the use of the SARA model. It also examines how the Force is using problem oriented policing to solve problems identified as result the performance measurement system.

Merseyside Police is a Metropolitan Force with a demographic breakdown as shown below: -

- **❖** Population *1,409371*
- Merseyside covers 250 square miles
- ':• The Force has a police establishment of 4084 and a support staff establishment of 1564
- ❖ The Merseyside Police Force is divided into four Districts, which

Officers in
Merseyside have
been encouraged
from day one to
consider how problem
solving could be
utilised in all aspects
of their work

are in turn divided into eleven policing Areas (Basic Command Units)

In June 1998, Merseyside Police began the implementation of Problem Oriented Policing

into the organisation. A number of fivers led the Force in this direction.

Some of these are shown below: -

New Government with new agenda "tough on crime, tough on the causes of crime"

- Implementation of proposed legislation i.e. the Crime and Disorder Bill and Best Value Becoming an intelligence led organisation
- The murder of a high profile criminal, leading to an increase in firearms activity within the Force

The traditional view of Problem Oriented Policing (POP) sees it as a particular style well suited to clearly identified operational problems, often at a local or community based level.

When Merseyside Police adopted a POP approach in early 1998, it was made clear that POP (or Problem Solving Policing as it is referred to in the Force) should be seen as a philosophy, which would underpin all aspects of the Force.

Officers and staff of Merseyside Police have been encouraged from day one to consider how problem solving could be utilised in all aspects of their work. Problem solving has been adopted as a means to address both operational and structural issues.

This holistic approach is encouraged by senior managers in the Force and has been the subject of a supporting letter from Professor Herman Goldstein (Appendix 1). Merseyside Police undertook a full evaluation at the end of a twelve-month

implementation process. The evaluation identified that there was still work to do if problem solving was to be embedded into the Force.

The evaluation made thirty two recommendations that had to be addressed: if problem solving was to be successfully embedded into the organisation. In order to address the recommendations, a support team (the Problem Solving Team) was

... as the role of the Team developed, it became obvious that they played an important role in reviewing performance at Area level.

established to advise and assist officers and staff in adopting the problem solving approach. The Team, comprising of an Inspector, Detective Sergeant and a Constable, was established in August 1999 and has a life span of twelve months. In order to provide a focus, the Team developed a strategy with an objective to `embed problem solving into the philosophy of the Force'.

As the role of the Team developed, it became obvious that they had an important role in reviewing performance at Area level.

If this could be allied in some way to a more widespread acceptance of, and understanding of problem solving policing, then dual benefits could be achieved.



Scanning

he independent evaluation of problem solving within the Force identified variable levels of commitment to the approach by senior and middle managers.

With added pressure externally from the Government and internally from Chief Officers to improve performance, the requirement to implement a robust yet supportive performance management system was felt to be a major structural problem facing the Force.

Over recent years, Merseyside Police has utilised a number of methods to analyse performance.

- 1. Crime rate and detection figures are published monthly. This is in the form of two sheets of paper with statistics in relation to recorded crime and detection for all Areas of the Force.
- 2. Performance in relation to key performance indicators was published and distributed throughout the Force on a four weekly basis. Comparisons were made between the current month and the previous month, together with the current month with the same month the previous year.. The PI document contained figures in relation to performance against Force targets together with figures in relation to Areas against their The document own targets. contained a mix of data and charts. Once again, data in relation to all

Areas was published so that comparisons could be made

3. More recently, the Force has adopted a `traffic light' system to examine the performance of the Force and of individual Areas. Once again, comparisons were made against targets in order to establish whether Areas are achieving the targets that they are set and how they contribute to the achievement of Force targets.

There remained an issue in relation to compliance. Area Commanders (Superintendents) were subject to quarterly reviews by the Assistant Chief Constable (Operations). This was supported by visits to the Area by an inspection team who would review issues as directed by the A.C.C.

This system of review was found to be un-coordinated and often lacked focus.

A more robust system was required that involved reviews under consistent themes by a consistent team. This would have the skills and knowledge to examine the structures, systems and processes that would support the Forces efforts to reduce crime and disorder and improve detection rates.

Analysis

ublication of the `traffic light' data gave Areas an indication of how they were performing against achieving targets. However, there was still a missing link in terms of how the Force ensured that Areas were `doing the right things and doing things right'.

If one Area was attaining success against its targets, or failing to achieve their targets, were they able to identify why?

Did they pass on the reasons for success or failures to other Areas?

If so, how?

Were Areas examining their internal structures and processes to ensure the integrity of their systems?

The use of the quarterly review system with the ACC lent itself to examination of Areas performance in isolation.

A failure to achieve targets often

...there was a missing link in terms of how the Force ensured that Areas were `doing the right things and doing things right' resulted in short term initiatives to bring the Area back on line to achieve targets. There was little scope to identify longer term patterns and trends

Senior managers within the Force that were involved in performance measurement recognised that the performance management process needed to be formalised.

It was also acknowledged that managers within the Force needed to be offered as much support as possible to improve and maintain performance. Whatever system was implemented to measure performance needed a structure to support it

The requirement was, therefore, to adopt an approach which would meet the following objectives:

- d To ident and disseminate good practice
- D To identify the causes of poor performance
- © To assist in the identification of appropriate responses
- If To assess the impact of such responses
- © To provide a support structure that would assist A reas determine appropriate responses

It is clear to see that such objectives embody problem solving principles and it was important that the approach adopted should be rooted in problem solving, ensuring the Forces commitment to that method of working.

monthly digest of management information (traffic light data) identifies Area performance in relation to a number of indicators.

The standard of performance is coloured as shown below. An example of the `traffic light system is shown at Appenix 2)

Red indicators result in pressure to quickly address the situation.

Areas for review are chosen by the Chief Superintendent with responsibility for performance management. This is done by examination of the `traffic light data' in order to identify Areas that failing to meet targets (SCANNING). Currently, the areas for examination are:

Robbery

- •'• Violence
- Burglary dwelling

The information contained in the indicators provides a comparison of the present month with the previous two months and against annual targets.

Information contained within the `traffic light' system highlights performance under five target headings as shown below.



6% above target
3% above target
On target
3% below target
6% below target

he structure of performance management and the process of choosing Areas to be subject of Compstat is shown below.

PERFORMANCE MANAGEMENT



4 weekly information from Management and Information Analysis Department



Area Commanders quarterly performance review with ACC (Ops)



Comp stat — every 2 weeks



Internal SARA facilitation



Non prejudiced visits



External multi agency SARA facilitation

Response

he Chief Superintendent with responsibility for performance management and the ACC Ops) decided that the Force would move towards the Compstat approach to performance management.

Under this approach, the Command Team of an Operational Area (Superintendent, Operations Manager, Crime Manager and Administration Manager) is requested to prepare a presentation about a particular issue.

As a result of their knowledge of problem solving and its impact on performance, the Problem Solving Team was asked to act as the review arm of the Compstat process. The Team immediately recognised this as an opportunity to develop their role and use the process to assist in embedding problem solving into the philosophy of the Force.

In order to allow Areas to pass through the process as quickly as possible, Compstat reviews are undertaken every two weeks, with two Areas being reviewed during the same process. In order to gather relevant information, the Problem Solving Team visit an Area for a day and gather evidence of good/poor performance in relation to structures, systems and processes that involve the prevention, investigation and detection of crime (ANALYSIS).

Key individuals are interviewed and supporting data in relation to crime statistics and intelligence management are used as the basis for much of the examination e.g. the number of pieces of information received via the Crimestoppers system, how this is recorded and resulted.

Much of the research work is undertaken with Area intelligence units. The units are responsible for the recording and researching of intelligence. The intelligence is graded and disseminated, usually via bulletins or target packages.

One of the key roles of the units is to analyse information as part of the SARA process and identify hot spots, prepare target packages and direct patrols to areas identified as requiring extra

The Team immediately recognised this as an opportunity to develop their role and use the process to assist in embedding problem solving

police attention. As the hub of problem solving policing within each Area, the Team had a unique opportunity to examine how Areas where performing in this area and offer guidance where required.

Once the review has been conducted, the Team briefs the Area Command Team on their findings. A report containing all relevant details is then prepared. and based on this. The Team brief the senior officer presiding over the Compstat meeting (usually an Assistant Chief Constable). On the day of the meeting, the Area is

required to deliver a presentation based on the Team's report, indicating what responses they have or intend to implement. hree typical examples of findings within Areas are shown below: -

I. The structures and systems to process and track information are rigorously examined. It is often found that information from a wide **range** of sources comes into the Area and is generally given to a section or individual to deal with.

Due to a lack of formalised tracking systems, this information is either not acted upon, or if it is acted upon, the result would not be known. This information included offenders identified by fingerprints, DNA or as a result of a witness naming the offender. Systems to deal with this information which may have led to detection of crime are generally poor.

2. Areas regularly prepare target packages in relation to volume crime or offenders believed to be responsible for crime. Target packages contain a great deal of scanning, but little or no analysis. Areas would often identify times, dates and locations of crimes, but

crucially, did not ask the question "why" crimes were being committed at the identified times, dates and locations.

This often resulted in shallow and non-specific responses such as `high visibility policing'.

3. Standards of reporting/recording crime are often poor. information in relation to victim details and investigation processes were often missing. This led to a lack of offender/victim profiling and impacted on analysis of crime.

The Compstat process can be seen as being very negative. Aspects of good work are highlighted, however, with a raison d'etre to improve performance in relation to reducing crime and disorder. The process tends to concentrate on getting the basic systems and processes right.

It is for this reason that support systems have been put in place to assist Areas in developing their responses to the Compstat process. Support is provided by the Problem Solving Team in three ways.

- 1. Identifying A reas for improvement during the process and addressing them either at the time or at a later stage
 - 2. Non prejudiced visits to A reas
 - 3. Facilitation exercises using the SARA model (internal and external)

1.Identifying Areas for improvement

Intelligence Units within Areas are essential to the SARA process, particularly the analysis phase. Most Areas have developed systems to record information; however, the systems tend to be un-coordinated and lack quality assurance.

As the Team identifies good practice, they disseminate it either during Area visits, or at the Compstat meeting. For example, one Area developed a sophisticated Access database that is able to track information in relation to intelligence received from a variety of sources..

This is linked to information relating to identification arising from fingerprints, DNA and named offenders. This system provides a full feedback loop and enables Areas to identify the percentage of named offenders dealt with within a target period (80% within 14 days).

The Problem Solving Team has highlighted this system as good practice, resulting in all Areas adopting the system, immediately improving their ability to record, track and result information.

he Team has prepared two methods to assist Intelligence Units within with the analysis Areas information. The first, 'Cops tips' was developed from a publication from the U.S. department of Justice Office of Community Oriented Policing Services.

The Problem Solving Team applied for and received permission to rewrite some of the document so that it is pertinent to UK policing. The

It's official
- co^pS
Tips rules
OK

booklet describes, in simple terms, how to successfully use problem solving to address local issues. It examines the SARA process with examples and concludes with actual case studies. The booklet was published and distributed to every operational officer in Merseyside and has met with great critical acclaim.

he second method was to develop a structured training package for analysts, to enable them to go through the SARA process, establishing minimum standards for each element.

n developing a training package a mixture of fictional and factual data was prepared and the analysts, who were split into groups, were asked three simple questions: -

- 1. What information do you need for good scanning/analysis?
 - 2. Where can you get the information?
 - 3. How do you use it?

A system of paper feeds was used once the participants had identified what information was required. Each syndicate would present its findings to the others and each session was fully debriefed to enable extraction of as much information as possible.

The result of this process is that Area analysts have now identified the link between the SARA process and their output in terms of target packages and responses to *crime and* disorder problems. Packages are now fully analysed and researched.

2. Non prejudiced visits

s Areas undertook the Compstat process, they realised that the Problem Solving Team was able to offer an independent examination of the Area. As a result, the Team offered to review systems within Areas at the request of the Command Team.

The review would be closed and the fmdings reported to the Command Team only i.e. not through the Compstat process.

The reviews, termed non-prejudicial follow the SARA model, reflecting the Compstat process.

The Team SCAN within the bounds of its remit e.g. examine processes relating to autocrime. Issues identified as problems or blockages are identified and ANALYSED to ascertain why they present a problem. As with the Compstat process, the RESPONSE element is the responsibility of the Area. Where possible, the Team may recommend solutions or ideas to enhance performance, however, it is left to the Area to decide whether to implement the suggestions. have asked the Team to return a short time later to ASSESS whether the changes that have been made have had an impact.

The reviews, termed nonprejudicial, follow the SARA model, reflecting the Compstat process

3. SARA Facilitation

t. the onset of the 12 month period, the Problem Solving Team offered their services to Areas/Departments within the Force as facilitators. The Team uses the SARA model to address issues raised by the Area/Department concerned.

.. one of the earliest facilitation exercises undertaken with multiple agencies._ resulted in a service level partnership

Response to this offer was initially slow. The Court Support Services was one of the first Departments to utilise the skills of the Team. Their issue arose as a result of changes in legislation and policy

that required warrants issued by Magistrates Courts to be administered by the Courts rather than Merseyside Police.

This was one of the earliest facilitation exercises undertaken with multiple agencies and resulted in a service level partnership and a robust system of communication that had not previously existed.

Shortly after this, the Team were asked to facilitate joint agency meetings relating to improving the efficiency of the Criminal Justice System and providing a more coordinated approach to dealing with prostitution.

The three meetings mentioned above attracted people from many agencies including:

- ♦ Youth service
- Probation service
- Outreach workers
- ♦ Local Authority
- **♦** Housing offices
- Health Service
- ♦ And many other smaller agencies

The system that the Problem Solving Team use is as follows: -

- ✓ Identify and agree the problem or objective to be addressed.
- ✓ Utilise participants knowledge to scan for relevant information. This enables representatives of various organisation to gain an appreciation of different information that they may not otherwise have been aware of.
- d Information is grouped into themes and the participants split into syndicates.
 Each syndicate is given a theme and advised to ask

HEADLINE

Merseyside Police offers the Force the opportunity to address problems using S.A.R.A. facilitation.

questions to identify the causes of the problems. Findings are presented to the whole group.

Assessment Cornpstat

n relation to the Comstat process, areas improvement for Lidentified during the research stage and during the meeting itself. Policing Areas are encouraged to develop their own responses to the issues that arise. The Problem Solving Team will assist with the development of the response, however, thev do not accept responsibily for this element.

The Compstat process commenced in January 2000 and the process is still developing. The system has received focus since the visit of two officers to New York to examine the structures and systems that support their Compstat reviews.

The result of the visit is a change in style of the review. Compstat now concentrates on measuring performance in relation to the following: -

- Burglary dwelling
- Violent crime

Robbery

There is evidence that performance against targets is improving. However, more interesting is the fact that Areas are reviewing their systems and processes to be able to manage information.

Assessment in relation to the Compstat process is carried out when the Area is next chosen to undergo the review.

It is at this point that the improvements as a result of the previous Compstat are expected. Command Teams identify their responses to the previous review and highlight the impact of the responses.

Although it is early to show an immediate impact, there have been improvements. Response to performance measurement in Compstat has led to a number of short term initiatives. These have centred around high visibility policing on times and dates and at locations that have been identified as being problem areas.

he impact of the initiatives since the implementation of Compstat is having a positive effect on the reduction and detection of offences (Appendix 3). There have been improvements in the following areas: -

- Leveling of the trend in relation to crime per 1000 people over a 12 month period
- 4. An increase in the trend in relation to detection's over the same period
- Reduction in the number of robberies, particularly since the start of the Compstat process
- Reduction in the number of burglary dwellings per 1000 households over a twelve month period
- ... A steady increase in the trend for the number of detection's in relation to burglary dwelling and violent crime (Appendix 3)

Non prejudiced visits

The Problem Solving Team has received numerous calls to conduct non prejudicial visits to examine new systems that Areas have introduced to improve performance. Results of this include

Improved quality assurance to identify detectable offences

Improved scanning to identify hotspots

4. Improved analysis in relation offender targeting -- relating offenders to offences through use of the problem analysis triangle

SARA Facilitation

he process of using the SARA model to address problems internally and externally has proven to be very popular.

Externally, the meetings have always resulted in one of the parties involved accepting responsibility for driving the identified responses.

In the most recent examples, a Youth Service Manager agreed to lead in establishing a multi agency group to develop a strategy to reduce youth

disorder within Feedback to police District. Command Teams is often In a second, a member negative, however, the of a volunteer process is seen organisation agreed to as being very draw together and positive chair meetings of managing address the issue prostitution across several police

Areas.

Perhaps the most important element of the process, is that fact that people readily identify themselves. as `Guardians' in relation to the problem being addressed. The enthusiasm and motivation to do something to address the problem leads to very rewarding meetings.

Internally, the facilitation process has often been used to address delicate matters. The process often centres on issues that should be being done, but for various reasons are not.

One of the successes involves an Area that was paying scant regard to using problem solving to address Area problems. The fact was identified by the Problem Solving Team during a Compstat review.

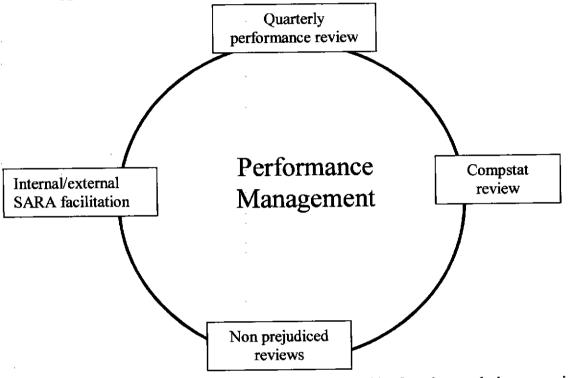
As a result, the Area Command Team asked the Team to facilitate a meeting to examine the issue and help in the development of a response. The Area concerned has now developed a full Problem Solving Unit consisting of a sergeant and three constables.

Systems have been put in place to allow the unit to SCAN to identify problems and liaise with the Area Intelligence Unit to ANALYSE the information produced.

Conclusion

erseyside Police has developed a cycle of performance management that is supported by a problem solving approach. The cycle is shown below.

Feedback to Command Teams is often negative, however, the process is seen as being very positive in addressing issues that are impacting on Area performance.



It is clear, however that this approach is certainly raising the profile of problem solving within the Force. By linking problem solving with Area performance and the performance review process, the Force is building upon (and in some cases generating) senior officer commitment.

This in turn is encouraging the wider adoption of problem solving policing across many Areas and Departments. This fact is regularly recognised by Area Commanders, who have documented thanks to the Team for their efforts in attempting to improve performance by using problem solving. (Appendix 4).

Using problem solving to support performance measurement is having a positive impact in terms of assisting the Problem Solving Team achieve their aim of 'embedding problem solving into the Force'. More importantly, officers are seeing the benefit of using problem solving policing to assist in improving performance.

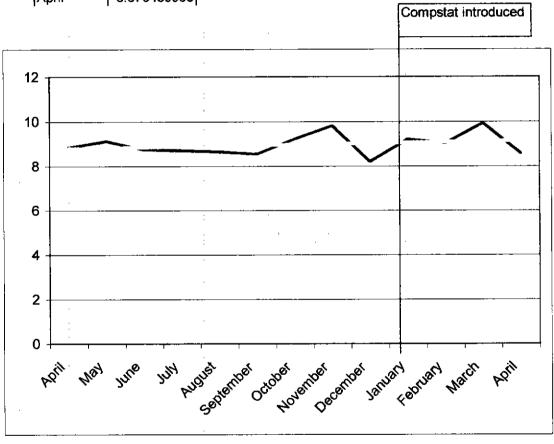


% of all full files sent to the CPS which comply with Time limits	The number of Racial Incidents reported.		· · · · · · · · · · · · · · · · · · ·		% Juvenile offenders' full files sent to CPS complying with time limit	% Juvenile offenders' files sent to CPS reaching quality standard	Public disorder count per 1000 population			% IMU callers satisfied with response to calls.	% of non-urgent calls to IMUs answered within target time.	% of non-urgent calls to switchboard answered within target time.	% IRIRs attended within target time.	% 999 calls answered within target time.	Complaints	The % of Theft from Motor Vehicle Detected	Vehicle Crime: Theft from Motor Vehicles offences/1000	The % of UTMV and Theft of Motor Vehicle Detected	Vehicle Crime: UTMV and Theft of Motor Vehicles offences/1000	The % of Burglary dwellings detection rate.	The number of offences of Burglary dwellings/1000 households.	The % of Robberies detected.	The number of Robberies per 1000 population	The % of Violent crimes detected.	The number of Violent crimes per 1000 population.	The % of All crimes detected.	Total Crime per 1000 population	Monthly performance indicators for FORCE	:
85	n/a	n/a	n/a	n/a	85	85	120	11	682	70	85	85	90	88	1255	တ	11.5	10	10.3	16	24.3	25	1.8	62	12.5	24	105	target	Annual
n/a	65	99.1%	5.4	1.9	n/a	n/a	6	1.1	70	91.7	78.7	75.7	90.5	91.4	87	4.5	1.03	8.5	1.14	17.2	1.84	18	0.17	63.4	1.1	26.5		00	Feb
n/a	55	99.5%	4.2	1.8	n/a	n/a	11	1.0	73	91.0	79.6	69.0		90.6	89	2.9	1.01		1.23	Section of the	1.81	20		65.8	1.2	2//			Mar
76	n/a	99.1%	4.4	1.5	65	94	11	1.1	48	93.2	96.9	73.6	90.2	90.0	71	7.6	0.81	13.3	1.15	13.1	1.66	20	0.14	54.9	7.1	24.3		00	Apr
#艾叶子! #艾叶子!	n/a	n/a	n/a	n/a	n/a	n/a	n/a	Down -2%	Νa	n/a	n/a	Up 7%	Down -1%	Down 0%	Down 0%	Down -2%	Up 7%	#REF! #REF!	Up 11%	Down -43%	Down -8%	Down -27%	Up 7%	DOWN -/%	%eı do	DOWN -7 %	%sr. dn	9	Trand
/6	IVa	33.170	4.4	1.0		<i>34</i>	129	13.6				73.6	90.2	90.0					13.8	13.1		19.8		00	3.4	- -	24.3	· · · · · · · · · · · · · · · · · · ·	Performance

Area Force

Sum of crimes/1000 population							
уеаг	month	Total					
1999	April	8.853458832					
	May	9.118253898					
	June	8.745393818					
	July	8.70316974					
	August	8.653073376					
•	September	8.552880648					
	October	9.222024938					
	November	9.813877695					
	December	8.204353088					
2000	January	9.206280366					
	February	9.041678028					
	March	9.929814994					
	April	8.570489956					

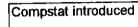
Crimes per 1000 population

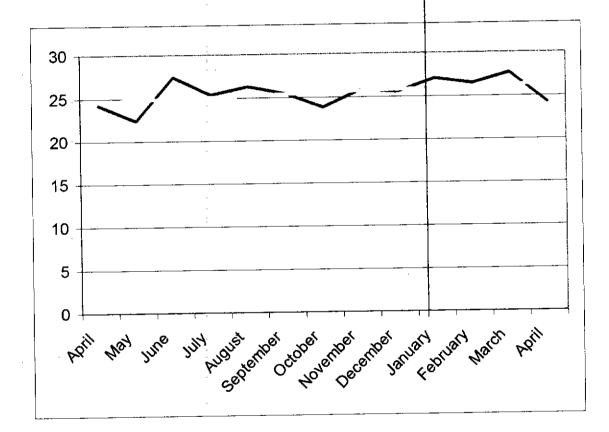


Area Force

Sum of % crimes primary							
vear	month	Total					
1999		24.21792903					
''	May	22,3922769					
	June	27.44680851					
	July	25,35153359					
1	August	26.29228352					
	September	25.44556941					
	October	23.82430545					
	November	25.7784584					
1	December	25.54082345					
2000	January	27.0755597					
2000		26.46826025					
	February	27.65405405					
1	March						
	April	24.28181141					

Detection rate for all crime

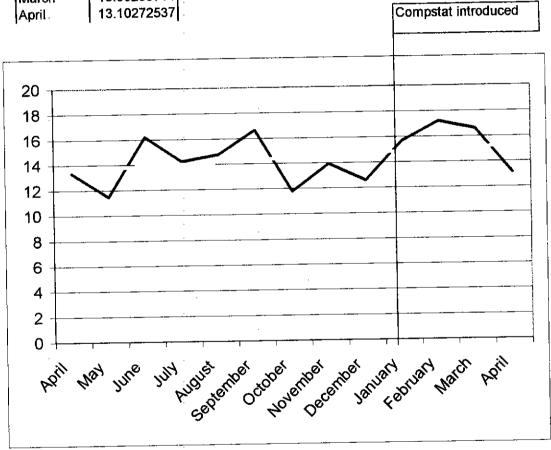




Area Force

Sum of % burglary dwellings primary								
year	month	Total						
1999	April	13.33946642						
	May	11.47260274						
	June	16.18969747						
	July	14.22487223						
	August	14.75548061						
	September	16.65213601						
ļ	October	11.77536232						
	November	13.92712551						
	December	12.59382819						
2000	January	15.66666667						
	February	17.19367589						
	March	16.60268714						
	April.	13.10272537						

Burglary detection rate

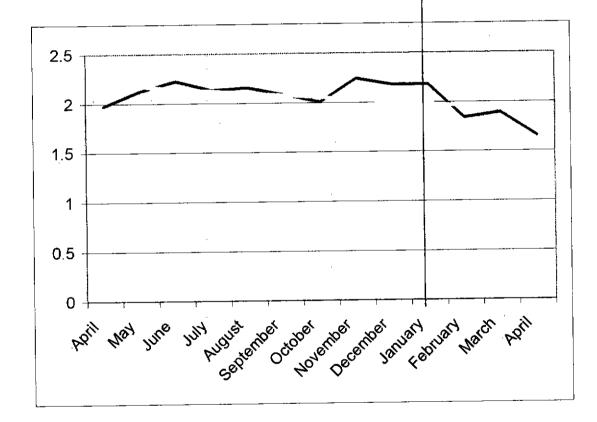


Area	Force

Sum of bu	Sum of burglary dwellings/1000 households								
year	month	Total							
1999	April	1.975609313							
	May	2.12282583							
	June	2.222787663							
	July	2.133730757							
	August	2.155540612							
	September	2.084658585							
	October	2.006506607							
	November	2.244597517							
	December	2.179167954							
2000	January	2.180985442							
1	February	1.839297723							
	March	1.893822359							
	April	1.65625							

Burglary dwelling per 1000 households

Compstat introduced



Area	Force

Sum of No of Robberies							
year	month	Total					
1999	April	202					
	May	208					
	June	193					
	July	211					
,	August	247					
	September	217					
	October	259					
	November	256					
1	December	234					
2000	January	247					
[.	February	243					
ĺ	March	216					
	April	192					

