**Local Policing and Justice Committee
26 January 2012**

NEIGHBOURHOOD POLICING
Report of the Chief Constable

PURPOSE OF REPORT

1. The purpose of this report is to provide members with an update on Neighbourhood Policing.

NEIGHBOURHOOD POLICING PROJECT

2. Chief Superintendent Andronov has led the Neighbourhood Policing Project of behalf of ACC Local Policing. Neighbourhood policing is one of the 4 individual projects under Paragon Phase IV. Membership of the board has been refreshed to include Local Policing Chief Inspectors to ensure wider consultation and dialogue on key areas affecting Neighbourhood Policing, including:

   - Neighbourhood Policing Strategy
   - Continuous Improvement
   - Learning & Development
   - Offender Management
   - Anti Social Behaviour

3. The below areas have been either been developed or influenced through the Neighbourhood Policing Project. In particular, there has been a close working relationship with the Continuous Improvement Programme and the build of Neighbourhood Teams.

COMMUNITY ENGAGEMENT

4. This summer's disorders demonstrated the importance of community consultation and engagement at critical times, communication and engagement were key to reassuring the majority of law abiding citizens. The Key Individuals (KIN) and Reference Groups were an invaluable source of information and communication conduit.

5. A review of KIN and Reference Groups was recently carried out across the ten LPU's. Each LPU was asked to conduct a self audit of KIN and Reference Groups against the Force Principles.

Reference Groups

6. Reference Groups exist at various levels across the Force; some are at early stages of development and understanding their purpose, whilst others are thoroughly incorporated into daily business practice. (e.g. BE LPU groups operating to tackle inter community violence and the presence of extremist preachers).

7. The numbers of groups on each LPU vary, for example; three constituency aligned groups within one LPU, with another reporting attendance at 50 statutory and non statutory groups. The consistent theme in terms of "type" of group is Faith based other types vary. In relation to how representative the groups are within the LPU's, this is described overall as being self led, large community groups.

8. The key theme across LPUs, is that Reference Groups are used for delivery of key messages intended for further dissemination to communities and in particular to heads of faith.

9. Reference Groups are reported to be used at a combination of Ward, Constituency and LPU Levels. Two examples of terms of reference are:

   ▪ Memorandum of Understanding for the role of a member of the reference group including responsibility around disclosure of information and confidentiality which each member is asked to sign up to. (BS)
   ▪ IAG constitution setting out what the group will / will not do as a critical friend to the police. (SH)

Key Individual Network (KIN)

10. The creation of the Force KIN Principles aimed to simplify the governance and maintenance of KIN placing emphasis on the importance of the relationship (between the police and KIN). To complement the KIN Principles a redesign of the KIN database is currently underway and will form part of the Corvus Neighbourhood Profiles.

11. KIN are members of the public who are willing to engage in active citizenship, they should be considered as 'critical friends' and potential advocates for the Force. KIN must have trust in their relationship with West Midlands Police and be confident in our integrity; they must feel willing and able to share community feelings with us. At times KIN may be critical of our work, this is part of their role and should be valued and respected.

12. KIN are a Force commodity and therefore the relationship that develops must be professional and personable. Consideration must always be given to 'consultation fatigue' consultation must be fair and proportionate and should complement the ongoing relationship with the individual concerned.

13. Neighbourhood/Constituency Inspectors should own and preserve the integrity of their respective KIN database. Utilise community mapping to determine gaps around skills and knowledge within the KIN database and identify actions to close those gaps through engagement.

14. There is evidence that Key Individuals within communities are actively engaged with Police at a local level in a manner consistent with the Forces KIN Principles. However, the methods of recording such relationships is inconsistent, this may be due to a reluctance to record KIN on Corvus.

15. The definition of 'KIN' has been stretched by some LPUs and has culminated in a blurring of titles such as 'critical friend', 'community contact', 'street champion', and neighbourhood watch member across many LPU's. The Force accepts local flavour in defining community contacts in line with the guiding principles. Ethnicity is the most consistently represented demographic group overall. Underrepresented groups highlighted by LPU's within the review were young people, business community, Travelers, asylum seekers and disability groups.

COMMUNITY PRIORITY SETTING

16. Community engagement and problem solving will remain at the heart of neighbourhood activity and is defined by the Continuous Improvement process to enable the NHTs to understand and meet the needs of the community by encouraging better planning, providing more targeted action and improving feedback to the community. The key aspects to this are:

Step 1: Engage

17. WMP's neighbourhood policing model is based on the 'bottom-up' principle that priorities should be identified, scoped and agreed locally with the community. Therefore, the first step in the process is to engage at a local level, gathering relevant issues and priorities from the local area, partner agencies and professional knowledge. This builds upon and formalises existing processes and the core aspects are summarised below. More detailed information about the tools, methods and options are available to Officers in the Continuous Improvement Creative Engagement Toolkit.

Step 2: Establish the issues and set the priorities

18. Visible neighbourhood policing alone will not deliver safe and satisfied communities. Instead, the key is to recognise and understand that different communities require different forms of access and engagement from our Neighbourhood Teams.

19. This is done by establishing the neighbourhood issues and setting priorities that need additional internal or partner support to manage effectively.

   i) Understanding local concerns
   Neighbourhood officers should engage with the community to understand local concerns – this can be done in conjunction with partners.

   ii) Establish the issues
   An issue is anything which can be managed locally as part of daily business, which may or may not require partner assistance. Issues requiring longer-term resolution (including CAPT support), should be escalated to the priority setting process.

   iii) Set the priorities
   Using the priority setting process, Neighbourhood officers can obtain wider support. Each priority must have a SARA problem-solving plan and be recorded on CORVUS.

Step 3: Plan

20. Planning is central to the revised neighbourhood approach, ensuring robust management and a means to measure progress against the agreed community priorities (and any issues deemed sufficiently important by the Neighbourhood Inspector). It also provides the basis for community feedback and for ensuring resources are being deployed effectively and appropriately.

Steps 4 and 5: Action and Evaluate

21. Once a problem solving plan has been completed, NHT should ensure that actions and progress are monitored and completed operations evaluated appropriately. This will ensure that the NHT resources are being used to best effect and will also help to inform the final step in understanding the community – resolution and feedback. Moreover, the force will ultimately be held to account by the public for progress against problem solving plans and, therefore, must provide a quality of service which enhances trust and confidence.

Step 6: Resolve and feedback

22. Feedback to the community is the final step in the revised approach. This is a fundamental part of our strategy to keep the community informed of the actions being taken and ensuring that they remain confident their problems are being addressed. All problem solving plans must include feedback actions. A community priority will not be closed until all actions have been undertaken and completed, including community feedback.

AGREEING PRIORITIES

23. Priorities are agreed at community partnership meetings specific to the Local Authority or Community Safety Partnership. For example: Coventry priorities are set at Safer Neighbourhood Groups (at Ward level), Solihull priorities are set at Neighbourhood Management Level (Constituency equivalent).

24. The following steps are followed by Neighbourhood Teams to agree priorities:

    1. Complete a Priorities Proforma
       A proforma is used to describe how the priority has been identified to the priority setting panel

    2. Agree priority through relevant panel
       Panels will be attended by multi-partner agencies and invited members of the local community. Panels ratify priorities and allocate an appropriate lead. Where police are the lead agency, priorities require a SARA problem-solving plan for subsequent review by the panel.

       Where priorities are not agreed by the Panel, a review by the Neighbourhood Inspector will assess suitability for single agency priority; this may be referred to Police Tasking for sanction.

    3. Police Tasking - overview
       Neighbourhood Inspectors and the Police tasking process will have an overview of the identified priorities and the subsequent delivery against milestones contained within the problem-solving plans. The Efficiency and Policing Framework (EPPF) will be the recording mechanism for this process and it will be the responsibility of each neighbourhood sergeant to ensure this database is kept up to date

    4. Escalation process
       Where more extensive resources are required, the panel may escalate the agreed priority to a Community Safety level tasking process.

PARTNERS AND COMMUNITY TOGETHER (PACT)

25. Partners and Communities Together (PACT) meetings take many forms accommodating local influence dependant on which Local Authority or Community Safety Partnership the meeting is aligned to. PACT meetings are an essential forum for engagement and consultation (by police and partners) providing communities with an opportunity to task partners and hold them to account for their actions.

26. PACT meetings provide a multi-agency forum to share information on local issues in order to set community priorities and agree a collected targeted course of action through joint tasking and coordination of resources. The group will monitor the progress of the priorities set within the community to ensure the priorities are resolved within a timely manner. PACT attendees will play an active role within their own organisations to ensure delivery of their agreed actions.

27. The force provides LPUs with a set of principles for PACT meetings delivered through the Continuous Improvement Programme. PACT meetings will:

    ▪ Review information put forward by the community, partners and the Neighbourhood Policing Team (NHT) following engagement and agree priorities.
    ▪ Request problem solving plans from the NHT on police led priorities.
    ▪ Agree performance measures and milestones and receive updates from the lead agency at agreed junctures.
    ▪ Review progress on previous priorities by reflecting on problem solving plan updates.
    ▪ Ensure tasks and actions from all partners are undertaken.
    ▪ Review and formally close priorities.
    ▪ Ensure a Communication Strategy for providing feedback to the community is in place as part of sign off process

- Ensure Harm Reduction for local communities

NEXT STEPS

28. A review of Next Steps was undertaken by the Local Policing Department, this involved:

   - A review of Serious Acquisitive Crime and ASB performance: relating to Next Steps areas (by using OSD measurements).
   - Assessment of problem solving, community engagement and capacity building within next steps areas.
   - Survey of Next Steps residents.

29. The Force Organisation and Service Development Department conducted a review of the performance of each Next Steps area across the Force. A summary of the performance headlines:

30. Serious Acquisitive Crime (SAC)

   - SAC showed reductions - the volume of SAC in the NS areas was 13.7% lower (Between Oct 2010 and May 2011) than the same period the year before; this is better performance than total Force SAC which increased over the same period.
   - SAC was extremely low during the performance year 2009/10; therefore reductions against this time frame will always have been difficult.
   - SAC in the Next Steps areas accounted for just over 3% of total SAC for the Force (previous twelve months).
   - SAC in the NS areas saw a reducing trend from October 2010 but this was in line with a similar reducing trend in Total Force SAC.
   - NS areas on BN saw the biggest percentage reduction of -47.7% (31 fewer victims) to last year.

31. Anti Social Behaviour

   - Daily levels of ASB in the Next Steps areas followed a similar pattern to Total Force ASB.
   - In the NS areas overall the Force saw a reduction of -62.5% or -2,536 fewer incidents compared to 2009 -2010.
   - All LPU's have seen a reduction in ASB incidents when compared to last year.
   - Birmingham East saw the biggest percentage reduction of 79.3%, seeing a fewer 452 offences (October 2010 – May 2011).

32. The Force Local Policing Department conducted an assessment of LPU activity on next Steps areas, the findings included:

33. Every LPU has identified Next Steps areas and has implemented an action plan. There is some inconsistency as to the approach with some LPUs with extremely active Next Steps areas, subject to effective practice initiatives, with the NS areas being treated as a priority for long term engagement and capacity building. Next Steps is considered part of business as usual on most LPUs.

34. The following are a summary of the key stages of Next Steps and how they have been implemented across the Force:

35. Local Insight
Some LPUs benefitted from taking swift action in response to the surveys, demonstrating to the public a willingness to act upon their concerns, aiming to meet expectations swiftly.

36. Problem Profiles
Best practice from LPUs ensured that problem profiles were created through involvement of Neighbourhood staff, crucially, Constituency Inspectors and Neighbourhood Sergeants. One LPU took the analysts responsible for creating the problem profiles to the Next Steps area's to provide them with the widest possible understanding of the challenges faced.

37. Engagement
Focused engagement has been evidenced from a number of LPUs, including intergenerational work, schools panels, safe haven, broader involvement with Neighbourhood Watch schemes and specific Next Steps public meetings.

38. Capacity Building
Street Watch has been adopted by some LPUs as part of the Next Steps strategy. A number of new street champion initiatives have been created on Next Steps areas. Neighbourhood Watch is currently undergoing an organisational change; some LPUs are using this as an opportunity to increase representation on their Next Steps areas.

39. The recent disorder across the West Midlands saw a significant rise in public support and offers of assistance. The Force Local Policing Department are devising a strategy for recruiting the members of the public who offered their time as part of a wider capacity building strategy, the strategy will maximise opportunities in Next Steps areas.

40. The Force Organisational and Service Development Department conducted a Community Feedback survey on Next Steps areas.

41. As part of the review of Next Steps, community feedback was sought from those residents who demonstrated a willingness to conduct further consultation with WMP. Feedback was conducted in areas with a strong Next Steps ethos. The findings from the community feedback have been provided to LPUs to inform further development within the Next Steps areas.

42. The Local Policing Department have refined the methodology used to define Next Steps areas creating a form of Social Harm Index that incorporates police demand data with an need element based on the Index of Multiple Deprivation (IMD). The methodology will supersede Next Steps and is currently being used in the forthcoming Strategic Assessment and a resource allocation tool to assist the Continuous Improvement Programme in allocating resources to Neighborhood Teams. The revised index is also being shared with Community Safety partnerships and other partners to help develop common views on areas that need prioritisation of resources.

COMMUNITY ACTION AND PRIORITY TEAMS(CAPT)

43. The role of the CAPT team is to provide targeted interventions in support of the dedicated neighbourhood teams to target local priorities.

44. The specific responsibilities of the CAPTs include:

- Provision of targeted, proactive support to the dedicated neighbourhood teams
- Developing and maintaining close relationships with NHTs, as well as other frontline teams, providing support as directed by the TTCG/DMM processes.
- Service planned LPU and force abstractions and provide resilience for critical incidents.
- Special Constables will usually be aligned to the CAPT, however this will not preclude opportunities for deployment elsewhere in the LPU model. Whilst these team members may support targeted proactive work, the CAPT Sergeant (CV) may also direct them to community engagement and problem solving in their allocated geographic area.

45. As part of the Continuous Improvement implementation process a measure of CAPT deployment against type of neighbourhood priorities is conducted on a weekly basis during initial implementation phase. The measure supports management oversight by providing a view of the use of the CAPT. Once the LPU moves out of the implementation phase the measure is reduced to four weekly to continue to provide the LPU with an assessment of CAPT deployment in line with the identified priorities.

46. The Continuous Improvement process has introduced a shift pattern which is based upon a 3,3,3 pattern but allows a small degree of flex to accommodate local needs, for example, night time economies. The basic shift pattern allows for dedicated neighbourhood teams, CAPT and investigative teams aligned to create relationships and promote consistency of supervision. Coverage for dedicated team rest days is managed by buddying dedicated teams who provide support and communication in line with the needs of the neighbourhood.

PCSOs

47. The review has identified visibility and reassurance as a default activity for PCSOs, the impact of that activity cannot (at this current time) be quantified. In depth problem solving by PCSOs is inconsistent, training and a greater case load in this area of business would increase productivity and raise the profile of PCSOs in the Community.

48. The work being conducted through Continuous Improvement and the opportunity to allocate resources against demand and need through the use of the Social Harms Index (being developed by the Local Policing Department) provides a platform for more efficient allocation of PCSOs to neighbourhoods and wards. Efficient resource allocation of Community Support Officers combined with targeted visibility at times and locations with greatest impact could provide an opportunity to create PCSO capacity. Training in problem solving and an increased case load will improve productivity.

49 Learning and Development
- Training for Supervisors, emphasising the powers and problem solving potential which PCSOs possess.
- Tutoring of PCSOs as a follow on to class room learning, for example: to embed the recent statement and crime recording training.
- Problem solving and SARA training for all PCSOs, greater involvement in problem solving will free warranted officer time.
- Scene preservation/management training for PCSOs.
- Contact Centre staff training in powers and role of PCSOs

50. Career Development
- Greater emphasis on the role of tutor PCSOs, providing appropriate tutoring to assist the embedding of training and learning outside of the L&D environment).

51. Impact of PCSO activity
- Future OSD survey to assess the impact of PCSOs within communities.

PARTNERSHIP

52. ACC Local Policing appointed Chief Superintendent Kevin Bullas to review the Force position on partnership working in light of Government changes, new public sector arrangements and the impact of the Governments austerity measures. The terms of reference for this work were:

- To assess the impact on partnerships arising from the savings being made to the public sector.
- To establish an operating model for West Midlands Police (WMP) in relation to the way partnerships will be carried out in the new public sector environment.
- To identify the training needs for staff involved in partnership working.
- To allow for local influences over how partnerships will be conducted in each Local Authority Area.
- To identify ways, including IT systems, to share data to allow shared understanding of priorities, shared vision and shared values.
- To ensure the principles of the Hallmarks of Effective Partnerships are adopted in the WMP operating model.
- To ensure the principles contained within the 'Tackling Crime Together' document are included in the WMP partnerships operating model.

53. Key stakeholders were identified and consulted including LPU and Departmental Commanders, Local Authority Chief Executives, Heads of Community Safety Partnerships, LPU Partnerships Inspectors West Midlands Police Authority and an open source review. Draft Operating Model proposals have been created and are currently subject to consultation and agreement.

54. The new operating model is intended to meet the terms of reference and present some principles to apply to partnerships while providing sufficient flexibility to take account of local, partner and community needs. Furthermore the model is intended to be resilient to the dynamic and financially challenged public sector and enable partnerships to be effective, efficient and economic. The impact upon partnerships from the new financial arrangements has been to bring a new reality about how partnerships are being carried out.

55. The proposed operating model covers the following areas:

- A set of principles recommended for adoption by the force and partners.
- A recommended vision that suggests broad shared outcomes.
- Partnership shared values.
- Factors to take into account i.e. co-location, information sharing and alignment of planning cycles.
- Activity to avoid.

56. The impact to partnerships of savings in the public sector has seen a reduction of staff involved, a number of experienced staff leaving their organisations and less money available to deliver partnership working. The more optimistic position is that despite of the changes there are sufficient resources and motivation to continue and improve the services we provide to our communities. This however will need to be monitored to ensure dynamic changes are made to ensure this position is maintained.

TRUST, CONFIDENCE AND SATISFACTION

57. A draft Trust and Confidence strategy has been presented to Command Team. The document has been subject to further consultation to ensure that it is accessible across the force.

58. The draft strategy has been informed by recent research around the key drivers of trust and confidence:

1. Fairness: Treating citizens with fairness and dignity.
2. Effectiveness: Responding to emergencies, catching criminals and dealing effectively with anti-social behaviour.
3. Community Engagement: Understanding and responding to the needs of the community.

59. The strategy identifies the behaviours and service outcomes that impact on the key drivers.

60. ACC Local Policing together with Organisation and Service Delivery Department (OSD) are reviewing how the force measures and monitors the delivery of trust, confidence and satisfaction to better understand the activity and actions that will improve performance.

FINANCIAL IMPLICATIONS

61. There are no direct financial implcations arising from this report.

LEGAL IMPLICATIONS

62.   The Police Authority has a general statutory duty to maintain the efficient and effective working of the police force for its area under Section 6 of the Police Act 1996. The Chief Constable has the direction and control of the officers within the Force under Section 10 subject to having regard to the planning directions set by the Home Secretary and more particularly the Police Authority under the Act. These statutory responsibilities are assisted by the policing arrangements and proposals outlined in this report.

EQUALITIES IMPLICATIONS

63.   It is not believed that the project or this report has an adverse effect on any of the nine core diversity groups. An EQIA has been requested around the Continuous Improvement project and its implications for local policing delivery from the Local Policing Department.

RECOMMENDATION

64.   That the committee notes the report.

Chris Sims
Chief Constable

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