



Strategic Policing and Crime Board

15th October 2019

Police and Crime Plan Priority: *Local Policing*

Title: *Neighbourhood Policing*

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Purpose of paper

1. The purpose of this paper is to describe the performance of West Midlands Police (WMP) against the Police and Crime Plan priority in relation to neighbourhood policing.
2. Neighbourhood policing lies at the heart of keeping our communities safe. The report will focus on neighbourhood policing's role in tackling force wide demand; early intervention and prevention and consultation and engagement with the public.

Neighbourhood policing's role in tackling force wide demand

3. The primary aim of neighbourhood policing is to reduce demand through early intervention and preventative problem solving.

Intervention and Prevention

4. Preventing harm and intervening at the earliest opportunity is an underpinning ethos of Neighbourhood policing and Intervention and Prevention (I&P) is central to the service that WMP delivers. At its core, I&P seeks to intervene early and prevent people from becoming a victim, or intervening to redirect individuals from following a path which can lead to criminality or risk of serious harm.
5. The Neighbourhood policing principles focus on the intervention, prevention and early help approach as detailed below:

- Reduce the demand on us by putting in place problem solving measures to help reduce future problems
 - Prevent criminals reoffending with the help of consistent offender management plans
 - Work more effectively with partners, especially around early intervention
 - Increase public confidence by understanding and responding to their needs
 - Activate citizens and mobilise partners to tackle local concerns
6. It is not only the role of Neighbourhood police teams and NPUs to be involved in early help and prevention. Other departments including PPU, FCID and Force Response all have a key role to play during their interactions with victims, offenders and those at risk. This includes domestic abuse victims, those at risk of exploitation, repeat victims and those on the periphery of offending.

Place Based Approach – Impact Areas

7. One way in which WMP are focusing I&P activity is through a place based approach known as Impact Areas.
8. Impact Areas are small geographical areas comprising a number of Neighbourhood police teams, where analysis has shown there is a disproportionate amount of crime, demand, deprivation and harm. The Impact Area approach aims to reduce crime and demand whilst giving greater opportunity for earlier I&P. Focusing on such areas allows WMP to maximise capacity and capability and have the greatest impact with the resources available.
9. A key component of early intervention and preventative involves problem solving techniques to reduce demand. NPUs are working to solve problems in Impact Areas using the Scan, Analyse, Respond, and Assess (SARA) model.
10. WMP have assessed current practices nationally in the area of problem solving, liaising with regional forces and hosting a regional problem solving conference. This has enabled WMP to exploit learning opportunities and identify best practice.
11. The initial phase is to create a Peer Network across NPUs which will consist of staff from Neighbourhood police teams who will receive enhanced training in the field of problem solving and use of the SARA methodology, delivered by a nationally recognised academic. This initial 2 day course will commence in December 2019. The continuous professional development (CPD) of this cohort of staff will continue with further inputs from external experts and practitioners. These practitioners will become WMP subject

matter experts and will disseminate this knowledge widely and seek to support others to solve problems earlier and more effectively.

12. In order to ensure that problem solving is embedded throughout all departments, phase 2 (commencing in 2020) will continue to provide problem solving inputs on CPD training days, ensuring officers across the force are fully trained and equipped to identify and solve problems at the earliest opportunity and prevent escalation.
13. A key component of the place based approach is working with partners in an integrated way to protect the most vulnerable and reduce the risk of harm being caused in these geographies. All NPUs have engaged with partners to understand where policing demand overlaps with partner priorities. Heads of Community Safety (HOCS) were jointly briefed in early September and are working with NPUs on a joint response. The strong consensus from partners is that this place based approach is an effective way focusing on areas of greatest demand and need.
14. As well as key partners, every department in WMP has a role to play in Impact Areas to deliver a shared vision. Work is ongoing via Strategic governance structures to understand how each department can contribute to reducing demand in Impact areas, making 'the place' a priority for all of WMP.

Early Help via 'Children First'

15. Another key component within the I&P agenda is 'Children First', which demonstrates WMPs commitment to a child centred approach, recognising the impact of childhood adversity on future life chances. It seeks to provide a coherent whole system approach to deliver better outcomes for children.
16. In a shared ambition with key external stakeholders, children are seen as children first, rather than 'young offenders', 'persistent missing persons' or 'gang members', for example. A key principle includes not criminalising children unnecessarily and only doing so when all avenues for I&P have been exhausted or the risk to public safety necessitates use of the criminal justice system. Delivering a Children First offer will include:
 - Introducing a joint protocol to reduce criminalisation of looked after children and care leavers
 - Piloting embedding resources within local authority *Early Help Hubs*

- Using Out of Court Disposal Panels to consider ALL cases where a child is on the periphery of offending
- We will recognise the unintended negative impact and trauma that WMP may cause through direct or indirect interactions with children and take steps to mitigate this through hearing the Voice of the Child, training and sharing information with other partners

17. The Early Help Hubs is a significant way in which WMP currently collaborates with partners in a co-located, fully integrated manner. These staff are fully embedded with a range of other partnership resources that support young people and their families. Their role includes working with co-located partners around early identification, assessment of need and the subsequent planning of partnership interventions. The role is focused on reducing vulnerability, crime and disorder, and demand on police and partner services through effective partnership working. There is an evaluation framework for this pilot to ensure effectiveness can be measured and quantified.

Support to front end demand

18. Neighbourhood police officers have specific responsibility for P6 logs (neighbourhood resolution). These calls for service follow seasonal trends that can be anticipated and responded to accordingly (See Figure 1 below).

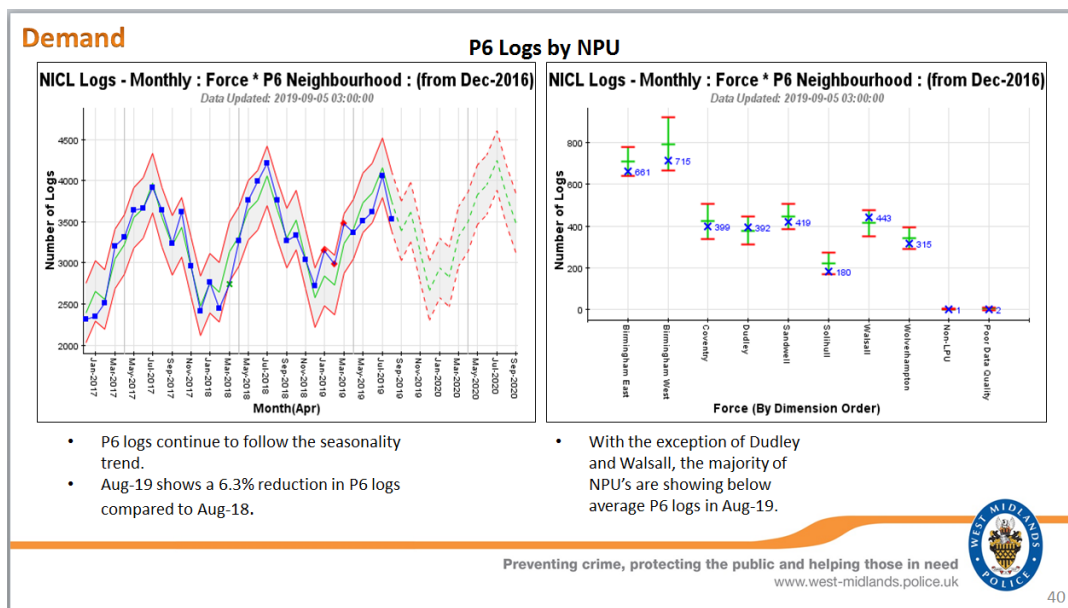


Figure 1: P6 Logs by NPU

19. Whilst key functions such as Force Response are the primary resource deployed to P1, P2 and P3 logs, there is a requirement that all police officers and PCSOs respond to calls for service where there are surges in demand and this can include the attendance of Neighbourhood Police Unit (NPU) resources. During the past 12 months, there has been an increase in the attendance of neighbourhood police teams at P1-P3 logs (See Figure 2 below).

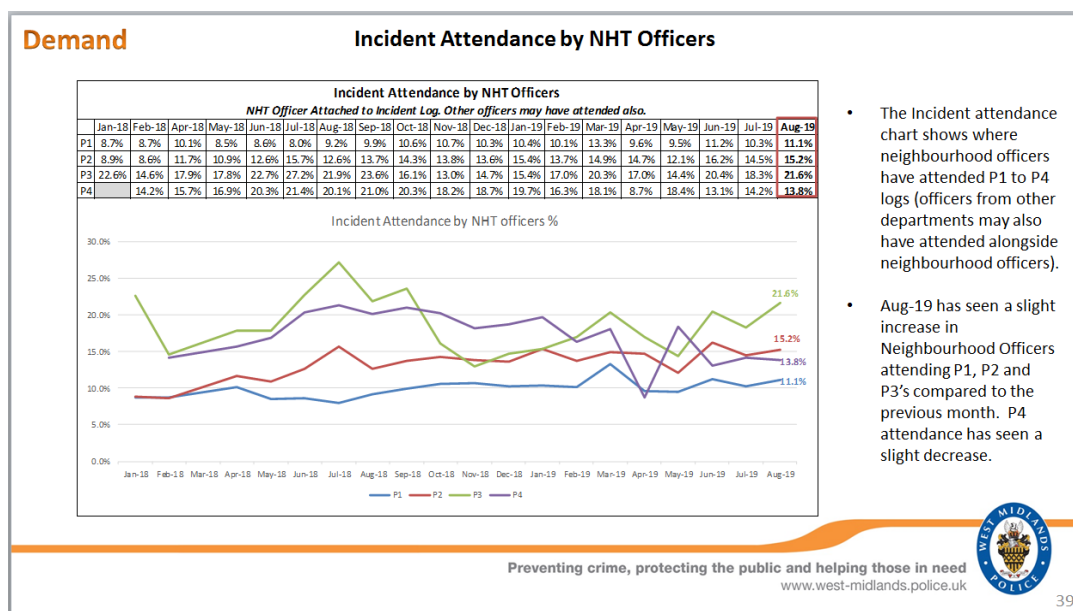


Figure 2: Attendance by NHT Officers

20. WMP historically experiences an increase in calls for service during the summer months. The difference between February 2018 and July 2018 was an increase in more than 22,500 additional logs and nearly 5,000 extra crimes being recorded. This increase in demand relates to much more than just P1 – P4 logs and the impact of increased calls for service is felt across the totality of WMP.

21. In the spring of this year, NPUs prepared local plans to address the anticipated rise in demand prior to the summer of 2019. A tiered response was developed across all eight NPUs, which enabled local leadership to determine what activities and deployments could be 'dialled down' to enable an increased and effective response to calls for service from the public or priority investigations.

22. NPUs also developed bespoke resourcing and deployment plans, working with internal and external partners to address the anticipated rises in demand. Good examples of these were seen in Sandwell, Coventry and Wolverhampton, where restricted officers and staff were brought together into supervised 'hubs' to deal with and resolve calls for service. This allowed increased capacity in Force Response and also enabled fully fit

neighbourhood police officers to remain deployable to emergency calls and other neighbourhood policing activity.

23. Project Guardian funding to support policing of the Birmingham night time economy also created additional capacity. This provided both visibility and reassurance at key times and locations and enabled Birmingham neighbourhood team officers to deploy to calls for service across the city during peak periods and into the night.
24. Summer demand plans for Local Policing were overseen and governed at a strategic level at the Local Police Governance Board (LPGB). This ensured that priorities were agreed and a consistent approach was implemented across the force.
25. Despite calls for service peaking at similar levels to 2018, demand was managed much more effectively in 2019. There was also a significant reduction in the length of time taken to respond to calls for service (all logs P1 - P9).
26. In order to understand what worked well and establish any learning from this approach to managing summer demand, a full operational debrief has been commissioned through the force tasking process which will include the involvement on neighbourhood policing resources. This will be completed by the end of October 2019.
27. Following the summer demand period, levels have reduced. As described previously, the core of neighbourhood policing is to reduce demand through intervention, prevention, engagement and problem solving and this remains the priority for all NPUs in the forthcoming period.
28. The future recruitment of Police Staff Investigators (PSIs) under Project Guardian, who will take on forcewide responsibility for P4 logs (Scheduled Investigation) will also free up warranted resources from neighbourhoods to concentrate on the core neighbourhood policing principles.

NPUs contribution to tackling burglary, robbery and vehicle crime

29. NPUs are fundamentally accountable for the levels of offending within their geography as part of a placed based approach. Neighbourhood police officers and staff deliver offender management, patrol activity, crime prevention/target hardening tactics, stop and search and intelligence gathering within key geographies.
30. NPUs also lever in resources from other teams and departments to support disruption and prevention activity against key crime types such as Burglary, Robbery and Vehicle Crime. An example of this include Operation Cantil which is an intelligence led mission aimed at tackling organised vehicle crime across key geographies.

31. Performance data and statistics are readily monitored by NPU leadership teams to identify emerging trends or locations where specific plans are required to address rises in offending for key crime types. These are considered in detail at NPU Service Improvement Meetings (SIM) and also at Quarterly Performance Meetings (QPR) where command teams are held to account by the ACC for Local Policing.

NPU interaction with the rest of the Force

32. The WMP operating model requires a matrix management approach. NPU Commanders are the 'owner' of the place and corporate departments deliver their service across the totality of the force area. This approach increases the flexibility of limited resources and helps to unlock assets allowing WMP to respond at pace.
33. In order to ensure effective delivery of policing within the matrix management model, it is necessary to ensure leadership at all levels demonstrate cooperation, trust and empowerment. Local Policing requires a number of key internal and external partners to work together to effectively prevent crime, protect the public and help those in need.
34. There are a number of daily, weekly and monthly meetings held both locally and at force level, which provide a forum to hold each other to account for service delivery within relevant portfolios and to facilitate joint working arrangements. These meetings occur at a strategic, tactical and operational level.
35. The Improvement Plan specifies measures that NPUs and departments are either 'accountable' or 'responsible' for delivery against. This approach allows several internal stakeholders to work within their portfolios, whilst ensuring that teams work collaboratively for a common purpose.
36. Co-location of resources undoubtedly enhances working relationships, however, where this is not possible due to clustering arrangements, then this does not currently prove to be a significant blockage to the provision of good quality policing service.

Engagement with the Public

37. In March 2018, the College of Policing published its Modernising Neighbourhood Policing Guidelines where seven areas of effective practice are referenced, the first of which is 'engaging communities'.
38. Neighbourhood Policing Teams across the force continue to use a combination of new and traditional techniques to engage local communities.

39. More traditional ward based meetings involving police, communities and partners still take place across every local authority area to determine local priorities.
40. One of the greatest challenges is to ensure that WMP are reaching and engaging with all sections of our local communities. Engaging with some groups can sometimes be a challenge due to cultural or language barriers and where this is the case, Neighbourhood police teams are encouraged to use a wide variety of engagement tactics which are tailored to meet the specific needs of those groups. Good examples of this engagement include the use of community intermediaries to engage with Somali communities in Birmingham and the use of faith networks to engage with BAME and religious communities forcewide.
41. Over the last 6 months, through the Local Policing Governance Board and the Local Policing Leaders Forum, community engagement has been prioritised in 4 key areas:

- *Mutual iLearn*

This learning platform has played a vital role in equipping PCSOs with the skills to build social capital through the use of 'World Cafes', to understand community concerns and identify local priorities. This conversational approach has been particularly beneficial in engaging young people around violence and knife crime.

- *WMNow and Social Media*

Neighbourhood police teams have been provided with training and inputs on the use of WMNow and social media to engage with communities to provide information, raise awareness, update on policing issues and publicise engagement events. Feedback in relation to delivery against priorities is also provided through social media platforms, WMNOW messaging and ward based community meetings. In order to assess the impact of such engagement, formalised feedback on the quality of messages sent is shared with NPUs and then explored at monthly Service Improvement Meetings (SIMs).

- *Scaling up Operation Wholestone*

Operation Wholestone was the largest ever academic experiment assessing the effectiveness of NH engagement and the findings were published in September 2018. These findings explored the specific benefits of three engagement tactics - door knocking, street engagement and social media. With these findings, NPUs have been

able to engage in a clear and coherent way focussed on a more proactive approach to communication and engagement rather than a reactive demand driven approach.

- *Independent Advisory Groups (IAGs) and Key Individual Network (KIN)*

IAGs and KINs are present across all NPUs and key force departments and they help to ensure policing legitimacy and support delivery of priorities. To support the consistency of approach, there will be a review of our approach to IAGs to ensure clarity of purpose and coherence with a focus on engagement with communities. This review will be developed through the Diversity and Inclusion Board, working closely with WMP Head of Diversity and Inclusion.

42. Effective community engagement, together with targeted patrol activity and collaborative problem solving can significantly increase public confidence in policing activity and enhance legitimacy.

Active Citizens

43. Under the governance of the Active Citizens Board, WMP continues to adopt a force wide approach to increase the number of active citizens across the West Midlands. The Citizens in Policing (CiP) team and NPU Engagement and Communication Officers (ECOs) support NH teams to identify and mobilise active citizens to undertake activities within the community that support local policing and community issues.
44. Active citizen training has been provided to NH team staff including Street Watch, Neighbourhood Watch, WMNOW and active citizen funding.

Street Watch

45. There are currently 126 schemes across the West Midlands with 1150 members. Through the focus of the WMP Improvement Plan, NPUs are striving to increase the number of schemes in every ward (Appendix 1 refers).

Neighbourhood Watch (NHW)

46. The Force currently has 1294 NHW schemes across the region with 3279 members in total. A memorandum of understanding is in place between West Midlands Neighbourhood Watch Force Area Association (WMNWFAA) and WMP which facilitates co-operation in the strategic development of NHW to enhance partnership working and ensuring communication and mutual support. The strategic objectives of this partnership

are to reduce or prevent anti-social behaviour, crime and disorder, and fear of crime, keep communities and the general public safe, build resilient communities and to improve quality of life.

WMNow

47. This is the community messaging and alert system employed by WMP as the primary communication tool. As of 1st September, WMNow sign ups currently stands at 87,511 with a continued strong trajectory of growth and approximately 3000 net sign ups per month (Figure 3 refers). As referenced above, NPUs receive detailed feedback on the performance regarding the sign ups, messaging quality and overall use of WMNow and this is explored at monthly SIMs.

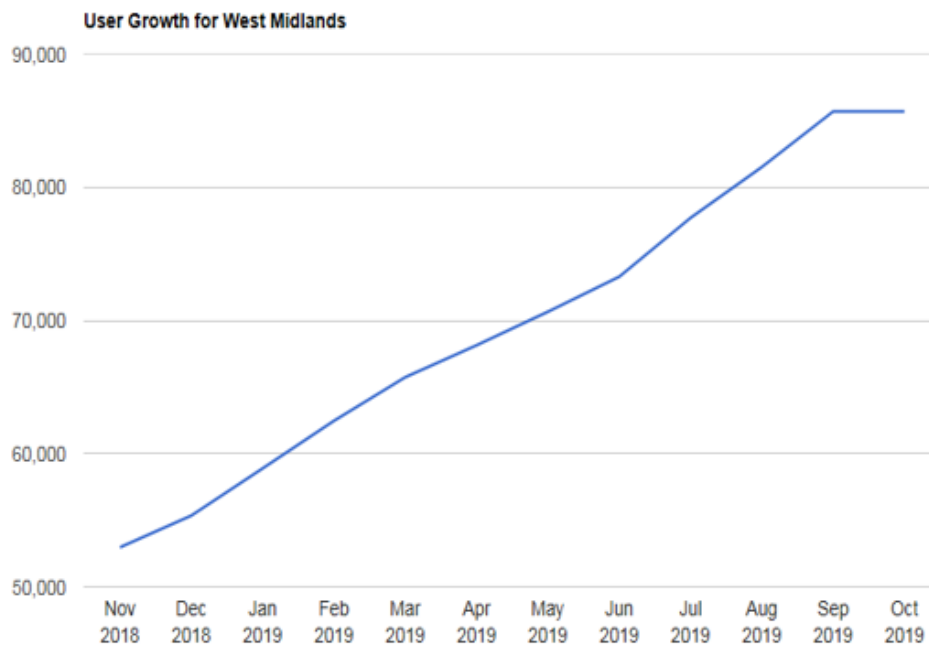


Figure 3: WMNow user growth for West Midlands

Cadets and Junior PCSOs

48. Engaging children and young people as active citizens is at the heart of WMP Cadets and the Junior PCSO scheme. The ambition regarding WMP Cadets and Junior PCSOs has been presented at previous SPCB in March and May 2019 and good progress continues to be made. Currently there are 799 children and young people actively engaged in their community (206 Cadets and 593 Junior PCSOs) (Appendix 2 refers).

Active Citizens Fund (ACF)

49. The ACF Local Policing lead has worked with the OPCC to select 86 projects that will receive funding to tackle youth violence through a range of community and partnership interventions. Key to these interventions are improving local relationships and increasing engagement opportunities across the Region.
50. Every community group or individual who applies for ACF is aligned to a member of staff from the relevant NPU. This allows members of the community to understand the process, work alongside their local police colleagues and forges strong partnership delivery across the West Midlands.
51. Currently NPUs have allocated 64% of their ACF budget and it is anticipated that this will increase to 80% when all submitted bids have been signed off (Appendix 3 refers).
52. Work is underway to ensure that a robust evaluation process will be in place for 2019/20 bids to ensure the benefits of the funding have been realised and provide an evidence base for future active citizen delivery.

Appendix 1: Current Street Watch schemes and 2020 target

| NPU | Current number of Street Watch Schemes | April 2020 Target | New Schemes Required |
|--------------|---|---|---|
| BW | 45 | 50 schemes | 5 more schemes |
| BE | 22 | 30 schemes | 8 more schemes |
| CV | 12 | 20 schemes | 8 more schemes |
| DY | 4 | 20 schemes | 16 more schemes |
| SH | 22 | 30 schemes | 8 more schemes |
| SW | 8 | 20 schemes | 12 more schemes |
| WS | 8 | 20 schemes | 12 more schemes |
| WV | 5 | 20 schemes | 15 more schemes |
| Total | Currently 126 schemes | Target of 210 schemes required by April 2020 | 84 new schemes to be generated by April 2020 |

Appendix 2: Number of active WMP Cadets and Junior PCSOs

| NPU | Running Total Number of Junior PCSOs Sept | Running Total Number of Cadets Sept | Running Total Number of CYP engaged as Active Citizens |
|--------------|--|--|---|
| BE | 78 | 45 | 123 |
| BW | 55 | 19 | 74 |
| CV | 80 | 22 | 102 |
| DY | 40 | 18 | 58 |
| SH | 30 | 19 | 49 |
| SW | 176 | 36 | 212 |
| WS | 81 | 19 | 100 |
| WV | 53 | 28 | 81 |
| Total | 593 | 206 | 799 |

Appendix 3: Current ACF position for all NPUs

| 1. NPU | Budget | Spent | Outstanding | % spent |
|----------|----------|---------|-------------|---------|
| BE | £100 996 | £76 962 | £24 034 | 76 % |
| BW | £94 442 | £65 132 | £29 310 | 69% |
| COV | £80 324 | £32 846 | £47 478 | 41% |
| DUD | £114 475 | £39 250 | £75 225 | 34% |
| SOL | £42 137 | £35 637 | £6 500 | 85% |
| WOV | £72 830 | £29 784 | £43 046 | 40% |
| SANDWELL | £62 562 | £23 343 | £39 219 | 37% |
| WALSALL | £60 038 | £25 002 | £35 036 | 42% |

Author(s): NPU Leads.