

It is important that the tasking and co-ordinating mechanisms are clearly linked to partnership activity

Making the Difference

5.20 It is important that the tasking and co-ordinating mechanisms are clearly linked to partnership activity. This is an important step in ensuring that joint activity takes place and the right interventions are selected, either individually or in combination.

Interventions and Timescales

5.21 During interviews, police officers and members of partnerships were asked to identify examples of good practice in crime and disorder reduction efforts. Responses are shown below:

Problems tackled	No
Specific reduction (i.e. Burglary)	17
Young people	16
Drugs	13
Anti-Social Behaviour/Disorder	11
Vulnerable persons	8
Retail crime	7
Community awareness	6
CCTV	6
Community engagement	5
Specific prevention	5
Vehicle crime	3
Road Safety	3
High visibility to reinforce community safety	3
Targeting of offenders	1
Racial crime	1
Fear of crime	1
Schools	1
Total	107

5.22 A wide range of problems was being tackled by partners at a local level. The majority of interventions related to specific reduction initiatives, such as target hardening against burglary, with a clear emphasis on young people, drugs and anti-social behaviour. In all these identified initiatives, a range of tactics was employed, some individually but, significantly, less in combination. It is also important to ensure that both short and long term approaches are undertaken. In many cases, initiatives were

predominantly focused on the short term rather than the long term, although there were some encouraging examples of longer-term approaches being employed.

Hackney - Longer Term Approaches

In Hackney members of a focus group which included BCU intelligence staff and local authority representatives were able to provide clear examples of such approaches in high crime neighbourhoods. They highlighted the need for a joint approach towards a common objective and the 'visibility' of police and agency action. This touches on the need not only to work effectively through partnerships but also to market that work and its outcomes.

Members of the group were able to give several clear examples of joint short-term tactical responses to problems on a housing estate (i.e. through enforcement) and longer-term social measures (through the encouragement of tenants association etc) and situational improvements (estate design). Although it was accepted that the longer-term benefits were yet to be realised, a housing department representative pointed to the positive aspects of the Crime and Disorder Act, which were felt to be improving co-operation now:

"The Crime and Disorder Act has brought people together and assisted in identifying the common objectives."

e.g.

- 5.23 The emerging work of the YOTs also reveals considerable potential for improving community safety through the use of differing interventions with different timescales. In Lancashire, a YOT member of a partnership group provided examples of a combined approach to youth offending. A short-term final warning intervention was linked with longer-term liaison with schools and health provision to minimise health risks.
- 5.24 A further good example of joint approaches being undertaken over an extended period of time is illustrated by the following example. This describes a very innovative approach to tackling drugs that makes clear links with crime and homelessness.

Westminster Borough Command and Westminster City Council

Operation Gridiron 2 - 'Tackling Street Crack-Cocaine Dealing in Soho'

Building upon the lessons of an earlier operation in which short-term successes were not sustained, the operation was launched in July 1999. Three phases were introduced, involving 'removal' in which dealers were targeted, 'retention' where their return was prevented and 'normalisation' where the operation is stood down in favour of normal levels of police response. Unlike its predecessor, Gridiron 2 also targeted the consumer market, with the objective of removing demand for drugs.

e.g.

Making the Difference

The 'removal' phase resulted in almost 1,000 arrests; simultaneously, robbery and burglary rates reduced by 2% and 27% respectively, completely reversing earlier increases. Open crack dealing in known hotspots was reduced to occasional incidences only. The 'retention' phase resulted in over 3,000 arrests. However, activity continues and there is a recognition that markets will quickly re-establish if allowed to do so. The operation has targeted 'rough sleepers' on the basis that 75% of the drugs market related to this group. Targeting this group has reduced demand for drugs. Analysis revealed that it has also led to a significant reduction in burglaries locally.

Partnership activities have included a substantial CCTV bid and plans to make localised improvements in street lighting. Liaison is maintained between the 'rough sleepers' and outreach groups and a drugs referral scheme is soon to be established. The local DAT is undertaking further detailed analysis of the problem.

The partnership approach is working alongside the Savoy Place Initiative, which is an element of the government strategy *Coming in from the Cold*, which seeks to reduce the number of rough sleepers in Central London. Clear links were also evident to the community safety plan for Westminster, which has as its priority 'to reduce the number of people sleeping rough'.

- 5.25 The Inspection found a commonly held view across all agencies that the responsibility for short-term intervention rested predominantly with the police or the various individual agencies. Initial investigation and response will always represent a first step, but joint action should be also considered. Only the longer-term approaches tended to focus on multi-agency action and in the main were funded initiatives such as those implemented under the SRB and Crime Reduction Programmes. It would be more beneficial if multi-agency responses were applied in a more balanced way to both short and long-term problems. A further critical step, as discussed in *Not Rocket Science*, is to review action taken with the objective of using feedback in decisions to adjust, expand, abandon and maintain initiatives, thus enriching the response to the identified problem and the identification of valuable learning lessons. The suggested model (paragraph 5.44) advocates that all elements are given due consideration and that each response is tailored to individual circumstances.

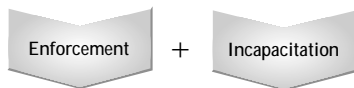
Agenda for Action

In the development of an integrated model for crime and disorder reduction, there is a need to embrace problem solving and effective intelligence to identify:

- The different and complementary contribution that partners can make.
- The intervention or combination of interventions that would be most appropriate to the problem.
- The timescale of the intervention.
- A review process for actions taken

Identifying the Interventions

5.26 A range of tactics can be employed, either individually or in combination, in relation to both short and long-term timescales. As described earlier, response and investigation may well be the first approach, but there are many instances where further intervention is required. Some are described here, ranging from short-term approaches, such as enforcement, to longer-term approaches, including social and situational interventions.



5.27 Targeting of offenders is a key component of this approach and relies to a great extent on an intelligence-led focus - hence the need for accurate, timely and relevant target profiles. Used in isolation, however, the impact is likely to be marginal.

5.28 The view was expressed that it is difficult to divorce enforcement and incapacitation from crime reduction. The two approaches were viewed as complementing each other.



5.29 High visibility patrols are often used as a means of disrupting or deterring potential offenders. The tactic seems to be effective only if it is employed as part of an overall strategy. Such an approach was undertaken in Humberside; a crime reduction team, comprising uniformed, intelligence, CID, and drug squad staff, selects an area and employs a range of appropriate tactics, including consulting community leaders and high visibility policing to target and disrupt offenders. The tactic in this example was associated with an urgent need to reduce high levels of crime and disorder in a limited area.

High visibility patrols are often used as a means of disrupting or deterring potential offenders



5.30 The introduction of YOTs will enable much greater effort to be directed towards diverting young people 'at risk' of offending. The Inspection found some promising multi-agency initiatives, aiming to put in place diversion mechanisms.



Making the Difference

- 5.31 A director of education outlined the externally funded *World Challenge* initiative, which targets young people at risk of offending and offers them the opportunity to participate in a programme of fund raising and activity designed to provide skills development. On completion, participants are guaranteed employment (not through the New Deal).
- 5.32 A further example, which has had national significance, is that of 'restorative justice' pioneered in Thames Valley:

e.g.

Development of Restorative Justice in Thames Valley.

Thames Valley Police has been associated with restorative justice for a number of years. During 1994 independent research, commissioned by the Milton Keynes Youth Crime Strategy Group, found that the cost of juvenile offending in Milton Keynes, when combining recording, investigating, providing court and post conviction facilities totalled £16 million. Only 1% of this was spent on working with the offenders and less than 1% on meeting the needs of victims. The group started to challenge this position.

In that year, the same group, together with the retail industry, implemented the Milton Keynes Retail Theft Initiative. This contained many 'restorative' features, with the individual being confronted with the effects his/her offending had on the victim, the family and the community. The process was designed to reduce re-offending and produce greater satisfaction with the outcome among participants.

Restorative justice within Thames Valley Police has been continually developed and 'restorative conferencing' has been introduced throughout the force area as a way of cautioning offenders. The programme is being independently evaluated over a three-year period.

The CPS, police and probation service have expressed their commitment to work together to promote restorative justice principles, an undertaking which has led to the joint training of staff from all agencies.

The process has also been found to be relevant within schools in terms of reducing truancy and exclusion, as well as within local young offender institutions. Latest developments include the formulation of a multi-agency team of trainers to deliver conferencing training linked to the new Final Warning Scheme, which came into force on 1 April 2000.



- 5.33 'Education' in this context means efforts to raise the awareness of crime and disorder reduction issues amongst members of the community. These will include educating potential offenders in the impact of their actions, members of the public in personal security and the community as a whole about opportunities for reducing crime. It has played a major part in a number of multi-agency initiatives.

- 5.34 Within the initiatives identified during the Inspection, 'education' has ranged from the production of leaflets as part of an alcohol-related initiative targeted at young people, through to comprehensive programmes designed to target truancy, social exclusion and to prevent offending.
- 5.35 'Education' features in many drugs related initiatives, in line with the national strategy. One police inspector was able to describe in some detail his approach to drug-related crime (heroin) through his membership of the drugs reference group, where the main focus was an educational one. In Lancashire, the force is following the approach outlined in the ACPO review of primary education programmes and promoting an education package for schools.

Situational

'Situational prevention comprises opportunity-reducing measures that are (1) directed at highly specific forms of crime (2) that involve the management, design or manipulation of the immediate environment in as systematic and permanent a way as possible (3) so as to increase effort and risks of crime and reduce the rewards as perceived by a wide range of offenders'.

- 5.36 Many of the well-conceived crime reduction programmes involve situational approaches, ranging from the holistic programme to improve social housing in ways that avoid areas of social deprivation to some shorter and more practical approaches. One approach to situational crime prevention includes target hardening with security hardware. The following example illustrates the type of situational activities that were evident:

Many of the well-conceived crime reduction programmes involve situational approaches

Situational Approaches to Crime Reduction

- 1) CCTV was widely deployed in some of the specific reduction initiatives examined, in town centres, blocks of flats, and schools. An example in Merseyside showed how the use of a system within the concierge area in flats saved a substantial sum in damage and other crime costs, as well as improving quality of life
- 2) In Humberside, a school was suffering a considerable amount of criminal damage. The cumulative cost was calculated at £75,000. The local beat officer identified the cost of fencing (£50,000) and persuaded the school to install it. The fence was installed and the cost of criminal damage has now fallen to £5,000, a potential financial saving of £20,000 to the school.

e.g.

Making the Difference



- 5.37 Social crime prevention relates to measures to influence offender behaviour or social circumstances, often through partnerships, with the aim of reducing crime and the fear of crime. Essential to this is community involvement. Targeting unemployment is a social means of reducing the opportunities for crime.

e.g.

Another good example was found in the Hull PRISE Project:

The PRISE project develops opportunities to improve employment for those out of work for six months or longer. Work opportunities for those living in the more depressed areas, where young people are likely to be affected by or involved in crime, are prioritised.

PRISE comprises private/public sector agencies and has good relationships with the partnership, police, CPS, the employment service, Victim Support and the local community. It is based in the heart of the problem area and offers work opportunities for men and women aged 18 to 26, unemployed over six months, engaging them on work programmes to improve home security (doors, windows and property marking). None of the 444 homes that have benefited from improvements in security have been the subject of a burglary.

Lack of funding has temporarily suspended the work but it is planned to begin again shortly. This initiative has also led to work extensions for some people and work opportunities with other firms, together with further educational opportunities.

The programme has involved over 55 workers and 444 homes. The area has seen a 15% reduction in burglary and very positive feedback has been received from all partners and the public.

Service Delivery Styles

- 5.38 It is encouraging that problem-solving approaches have received a greater emphasis since the publication of *Beating Crime*. Some excellent examples were found but these tend to reflect the commitment and tenacity of individual champions as opposed to an organisational culture that routinely pursues such an approach. This culture should aim to move away from the 'reactive' mode of service delivery to one that can be described as 'co-active'.

- 5.39 A co-active service delivery style would comprise both reactive and proactive but would additionally require multi-agency activity to target conditions that threaten community safety. It would represent a significant step in shifting the culture of service delivery from merely reacting to incidents to one of joint action based upon problem-solving approaches.

A co-active service delivery style would comprise both reactive and proactive but would additionally require multi-agency activity to target conditions that threaten community safety

5.40 A description of the differing service delivery styles appears below:

Reactive service delivery style

- A 'reactive' service delivery style occurs: "When the police (or agency) mobilisation is initiated by a specific citizen demand - that is, the citizen as opposed to the police select the target".

Proactive service delivery style

- A 'proactive' service delivery style occurs: "When the police (or agencies) select their own targets and such targets represent any element of a given pattern of incidents - especially the most predictable."

Co-active service delivery style

- A 'co-active' service delivery style occurs: "When the police, agencies and the community identify the conditions that need to be addressed to improve community safety and work together to define and design the response."

Agenda for Action

Police forces and partnerships are urged to assess the extent to which their service delivery style reflects the principles of a problem solving approach. Where such approaches are underdeveloped, forces and partner agencies are encouraged to include an improvement programme within their development plan.

Evaluation of Success

5.41 Evaluation is often the least considered component in developing a problem solving approach. This will be described in more detail in *Not Rocket Science* but it is useful to reinforce the suggestion made in *Beating Crime* that a tiered approach to evaluation may be helpful.

Evaluation is often the least considered component in developing a problem solving approach

A tiered approach to evaluation suggested by Police Research Group (PRG)

Focus evaluation resources where they are most needed and most likely to produce robust findings

Many initiatives warrant only limited evaluation where:

- The cost of full evaluation would be disproportionate to the cost of the initiative.
- Even small (and hard to detect) reductions in crime will make the initiative cost-effective; there is abundant evidence that similar initiatives elsewhere are effective.

e.g

Making the Difference

A tiered evaluation strategy ensures that some initiatives receive only the most basic of evaluations and others are examined as fully as resources allow. Basic evaluation is tantamount to monitoring - simply assessing whether the initiative has been implemented as planned, and whether inputs and outputs are on target. The more elaborate, innovative or costly the initiative, the greater the need to assess not just outputs but outcomes. Where the results of an evaluation are likely to have national implications, the cost of special data collection exercises can be justified.

The first step is to ensure that partnerships are able to identify and agree the problems that need to be addressed, consider and analyse the relevant intelligence and trends and consider what joint actions can be taken

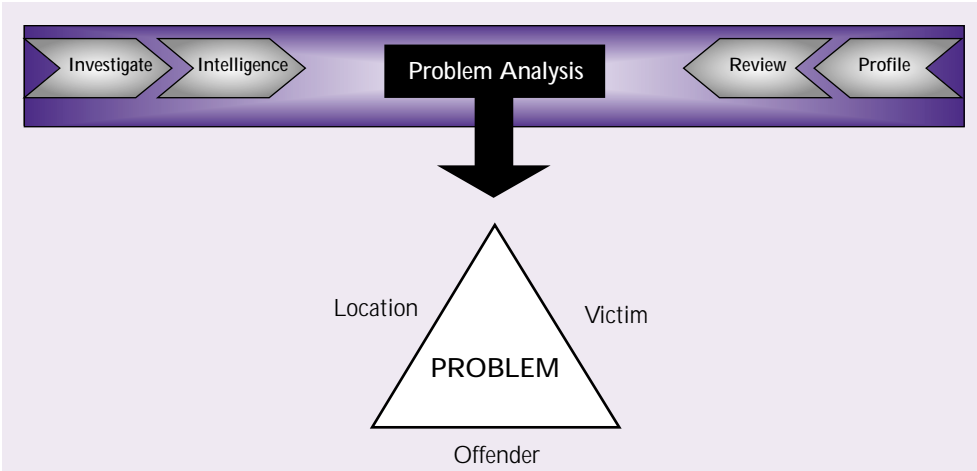
- 5.42 The first step is to ensure that partnerships are able to identify and agree the problems that need to be addressed, consider and analyse the relevant intelligence and trends and consider what joint actions can be taken. This would require links with the tasking and co-ordinating activity undertaken on BCUs.
- 5.43 The identification of problems for the partnerships to address should be a key role for its members. A good place to start is with the original audit, the strategy that supported it and the action plans flowing from the strategy. Problems do not remain static, however. New problems will arise which need to be responded to, for example, in relation to a sharp upturn in a particular crime or difficulties in a particular location. What the partnership ought to be doing is systematically monitoring the delivery of the targets in its strategy, using the regular crime data to inform the re-definition of individual problems and the reshaping of agreed plans.

Agenda for Action

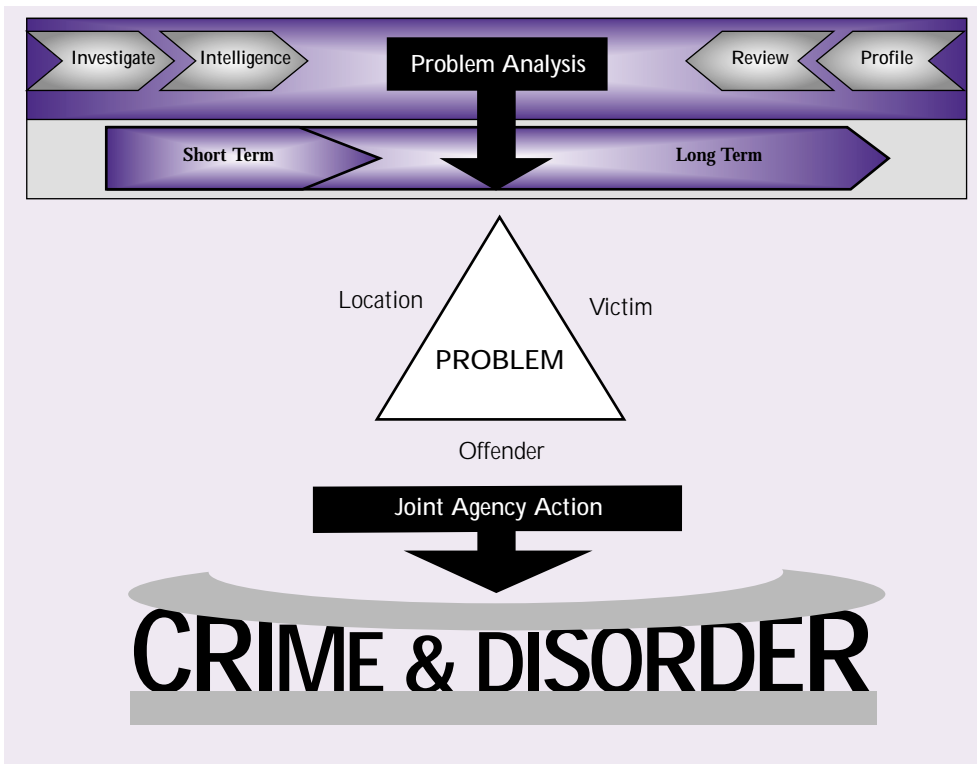
Routine presentation of crime and disorder data and changes in patterns should be introduced at partnership meetings and actions determined. This type of systematic monitoring should be a standing item.

The Integrated Model

- 5.44 Evidence produced earlier in this chapter showed problem solving is not yet established as a routine activity for police or partnerships. Whilst initial investigation into a crime is always undertaken, effective problem solving also requires the routine consideration of related intelligence. In addition, it is necessary to review previous actions taken in response to the incidents, or alternatively measures taken to address similar incidents elsewhere. The outcome of these deliberations will form the basis of true problem analysis taking into account victim, offender and location profiles. An integrated model of crime and disorder reduction thus begins to emerge, the first stage of which is developed below:

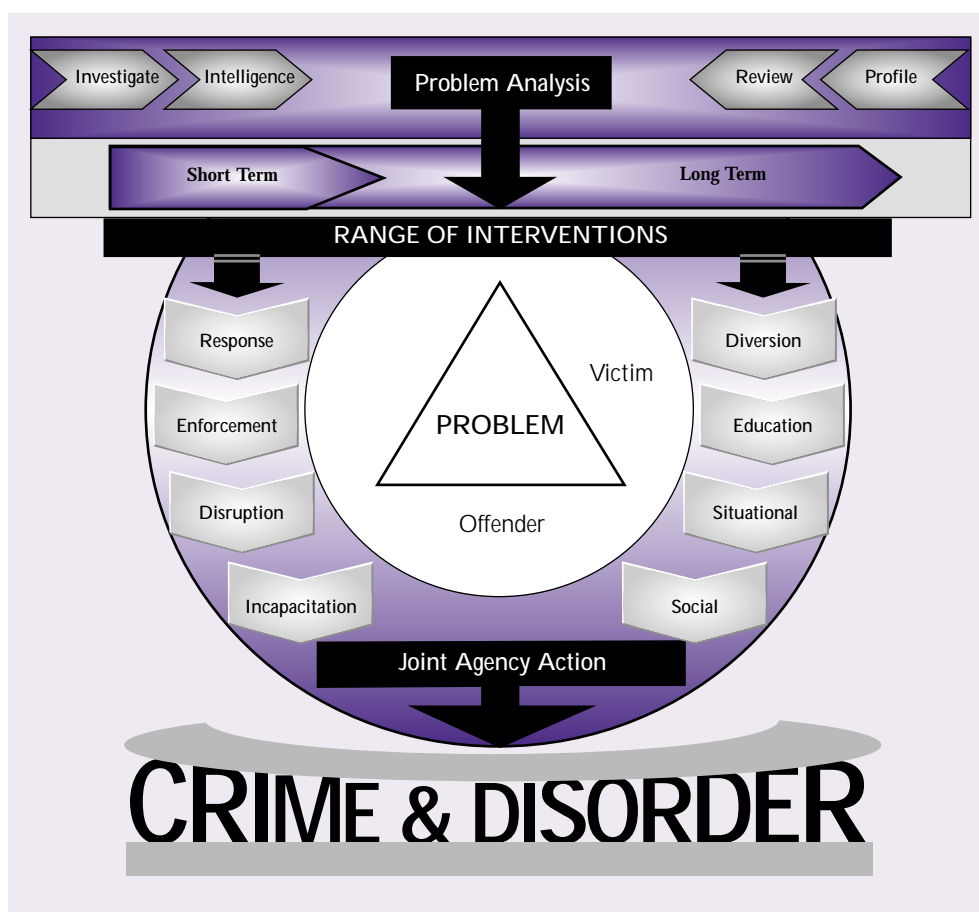


5.45 This model brings together the *problem analysis triangle* and the key intelligence elements from the NCIS strategy. Their combination will enable assessment of the most appropriate range of interventions, ranging from short-term reactive responses to longer-term measures, either of which may be supported by other agencies. Joint action should always be the preferred course. The model is further illustrated below - to include the timeframe, the need for joint action and its overall impact on crime and disorder.



Making the Difference

5.46 The range of interventions available to target crime and disorder reduction should all be considered in the analysis stage of the problem solving and intelligence processes and applied either individually or in combination depending upon the local context. Drawing these lessons further develops the model for integrated action:



5.47 The integrated model should conclude with a review to establish whether the interventions have worked. It will also prompt further analysis and consideration of joint intervention if further action is needed.

Critical Success Factors

5.48 Continuing the development of the partnership and BCU models, this chapter has provided the following additional critical success factors:

Partnership - Critical Success Factors ✓	
<input type="checkbox"/> Initiatives tackle a clearly defined problem, in a clearly defined area, with clearly defined resources, to deliver a clearly defined outcome.	
<input type="checkbox"/> Partnership has access to relevant, accurate and timely intelligence from a number of sources and is able to exchange that data effectively and within the legislative requirements.	
<input type="checkbox"/> Recognition of the need for quick wins is balanced by the need to tackle problems in the longer term.	
<input type="checkbox"/> Implement and evaluate 'what works' through a range of tactics in discussion with all other partnership members.	
<input type="checkbox"/> The development of a co-active service delivery style that seeks to identify the conditions to be addressed to improve community safety and work with others to define and design the response to those conditions that threaten community safety.	
BCU - Critical Success Factors ✓	
<input type="checkbox"/> Effective processes and mechanisms to identify trends in relation to offenders/victims/ locations.	
<input type="checkbox"/> Operational staff have access to timely and reliable information on crime and disorder from all partner agencies.	
<input type="checkbox"/> Clear focus on problem solving and intelligence led approaches.	
<input type="checkbox"/> Sufficient analyst skills are available and suitable measures are in place to ensure the retention of those skills.	
<input type="checkbox"/> Focus on short-term and long-term priorities within an integrated crime and disorder reduction strategy.	
<input type="checkbox"/> Effective tasking and co-ordinating mechanisms are in place with links to partnership efforts that are able to consider a range of interventions.	
<input type="checkbox"/> Development of a co-active policing style that seeks to identify the conditions to be addressed to improve community safety and work with others to define and design the response to those conditions that threaten community safety.	

Conclusions

5.49 Practical approaches to community safety rely upon innovative partnership efforts in reducing crime and disorder. Problem solving is an integral element of such approaches and, whilst there have been encouraging improvements in problem-solving efforts, much more needs to be done if it is to be fully ingrained in the culture of police and partnership working.

5.50 It is important to take account of the process underlying and the intelligence supporting crime and disorder reduction efforts. The Inspection found clear intelligence-led approaches in policing tactics but there remain poor links between BCU and force-level intelligence structures. The process and intelligence mechanisms should support attempts to balance both short and long-term strategies using a range of interventions. Finally, evaluation remains the weakest and least exercised process within partnerships.



Making the Difference

5.51 As indicated above, many initiatives may require a single response by a single agency, but if the integrated approach is considered it will bring together a number of critical success factors:

- ❑ Proper consideration of the problem.
- ❑ Proper use of intelligence.
- ❑ Consideration, through tasking and co-ordinating mechanisms, of a range of interventions and timescales.
- ❑ Consideration of joint agency action.
- ❑ The evaluation of success.

Agenda for Action

	Reference	National	Regional	Local
It is suggested that a review is undertaken of the recruitment, role and retention of analysts. This could be done through the joint efforts of ACPO, the National Crime Faculty (Bramshill Police Staff College) and the PRCU(RDS).	5.14	✓		✓
This Inspection report endorses the recently published NCIS model and encourages police forces to adopt it as part of the force intelligence strategy	5.16			✓
In the development of an integrated model for crime and disorder reduction, there is a need to embrace problem solving and effective intelligence to identify: <ul style="list-style-type: none"> □ The different and complementary contributions that partners can make. □ The intervention or combination of interventions that would be most appropriate to the problem. □ The timescale of the intervention. □ A review process for actions taken. 	5.25			✓
Police forces and partnerships are urged to assess the extent to which their service delivery style reflects the principles of a problem-solving approach. Where such approaches are underdeveloped, forces and partner agencies are encouraged to include an improvement programme within their development plan.	5.40			✓
Routine presentation of crime and disorder data and changes in patterns should be introduced at partnership meetings and actions determined. This type of systematic monitoring should be a standing item.	5.43			✓



