The Tilley Award


PC Mark Hughes


DORSETPOLICE

Bournemouth Police Station
Madeira Road
Bournemouth
Dorset

01020 552099

**G W POTHECARY MA**
**Assistant Chief Constable(D)**

**DORSET POLICE**
FORCE HEADQUARTERS
WINTFRITH
DORCHESTER DT2 8DZ

Telephone:   01929 462727   Telex: 417157
Facsimile:   01202 223707   DX: 8716

Your reference:

In any reference please quote: GWP.3707/CJ
**If telephoning please ask for:**   Mr G W *Pothecary*
Direct dial:   01202 223707

14 July 1999

Dr Gloria Laycock
Policing and Reducing Crime Unit
Home Office
Civic House
Petty France
LONDON
SW1H 9HD

Dear ~~Gloria~~,

**THE TILLEY AWARD:**
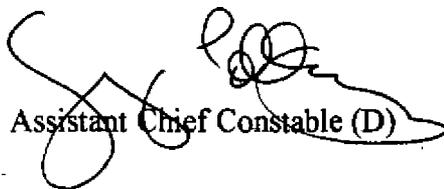**THE EVOLUTION OF A POLICING ETHIC BY PROBLEM SOLVING**

I am pleased to endorse and submit for consideration by your panel  a paper prepared by PC Mark Hughes of Dorset Police.

**The Charminster Beat Project was** initiated to assist Dorset Police develop a problem orientated style of policing.   The initial project has now been expanded to the whole of the Bournemouth Division and, subject to a satisfactory evaluation, will be extended to the whole Force.   A key element of the project has been to develop our computer systems to enable Officers to more effectively access the data we hold and thereby to patrol more effectively.

PC Hughes' conclusions are of particular interest in that from the outset Chief Officers have hoped that the POP Project would make an important contribution to enhancing the status of Patrol Officers. If PC Hughes' conclusions are. correct then we  will  have in part achieved this important aim.

Best regards.

Yours sincerely

Assistant Chief Constable (D)

Chief Constable Mrs J Stichbury BA, MA

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FORWARD

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The Charminster Beat Project:

The evolution of a policing ethic by problem solving.

## Abstract

*In 1998, Dorset Police undertook a six month pilot project in problem oriented policing (POP). The Charminster **Beat** Project **was** the result.* Contingent **on** *the results of the project the force would consider implementing problem solving across the force area.*

*Comparatively, crime on the Charminster Beat, across all categories, was disproportionately high. The evidence of a survey in the area could just as easily represent the wider problems experienced at a force level. Importantly, an inverse relationship could be detected between the demands on police resources and the* community's faith in *the police to both deal with and resolve the area's problems. The Bournemouth Division* suffered *disproportionately from many of the problems common to policing: managerial changes were frequent, continuity in personnel and philosophy was absent which,* when **compounded, had** led *inexorably to the retreat into response policing. At a beat level this was exemplified by frequent changes of beat* constable *or indeed the complete absence of a police presence.*

*No agenda was set for the project. The remit was eclectic: to gauge the impact of POP.*

*The aims and objectives of the project were twofold. Firstly, to introduce a structured response to the areas problems and secondly to reinvigorate the notion of problem solving in accordance with the principles of POP. Anything else would be regarded as a bonus.*

*The project was an immeasurable success: burglary, for instance, was reduced by 50%; before a survey could be commissioned the community had publicly petitioned for the team's retention. The success of the project however, lay elsewhere, in the reinvigoration of policing as a vocation: a testimony to policing by problem solving.*

*The team had discovered that, by adopting a problem solving approach, they were engaging the community, and more especially* the *job* they *were doing, from an entirely different perspective.* **Its** realisation **was in** the **reconceptualising** *of the general police* function. POP *had* **moved the emphasis away from** *response* **while** *reinvigorating the search for solutions. The real discovery however, lay in the realisation that problems could be solved without recourse to the criminal justice system. The team found that they were able to reduce the gap between what they ought to be doing and what they did, and, in so* doing, avert *the* disabling *sense of dissonance that is so much a feature of policing at the end of the twentieth century.*

# The Evolution of a Policing Ethic by Problem Soli .

1. Introduction.

It could be argued that the advent of the Charminster Beat Team Project, based on the principles of problem oriented policing (POP), marked a significant moment in the policing of the Bournemouth Division. While the success of the project would prove to be a catalyst for adopting problem oriented policing throughout division, its success would also impact elsewhere: in a way that could never be anticipated. The submission of this paper is therefore more than just an exposition on the introduction of problem oriented policing: it endeavours to trace the ethical transformation,based on the experiences of the officers involved in the project, that proceeds from the introduction of problem oriented policing.

The paper begins by concentrating on the problems faced by the project team. These problems were not only elemental but intrinsic to the way that Charminster had been policed: which spoke to the institutional policing arrangements and, importantly, the problems that accrue when policing is response based. Three specific examples of problem oriented policing are then described. This is then followed by a discussion on the importance of problem solving, as a tool for changing police behaviour and attitudes.

While this paper strays from orthodoxy it nonetheless attempts to articulate what, in policing, is seldom explicit: how do officers identify, define and plan measures that will lead to success? Paradoxically, as the project progressed, performance measures were to become of secondary

importance yet, conversely, were to improve exponentially. Just why this should have occurred is central to what follows.

As a result of a report on the effectiveness of police patrol work, it was evident that Dorset Police were wedded to the notion of reactive policing. More disconcerting perhaps was the palpable sense that the culture and working practices that inhered to this style of policing largely eschewed the value of policing as a vocation. The role of the uniform constable was viewed with disdain. Officers admitted to feelings of ambivalence, not only about their role but about the community they served. This manifested itself in any number of ways— (see appendix A). The problem was how to address this? The report concluded that a six month pilot be inaugurated in the Bournemouth Division based on a philosophy of problem solving.

Charminster: an area profile.

The Charminster area of Bournemouth is situated about a mile from the town centre. The area had once been a distinct entity but, in recent years, it has since become an area of social and economic transition. It therefore exists in any number of contexts--but none come close to the sense of community that existed up and until the 1950's. The demographic, social and economic dislocation that now pertains is echoed in the policing arrangements for the area: as a barometer of this change, the police are, at best, regarded with indifference.

Like many beat areas Charminster typified the problems that arise when there is little or no continuity offered by the police. This was especially felt in the frequent changes of Home Beat Officer which had, in Charminster, not been without consequences. For example the local Home Watch scheme had fallen into disrepute (its existence, indeed success, had been tenuous--and, as is too often the case, was over

dependent on its **HBO** in place of a **structure** that **could** resist the exigencies of change). Not surprisingly this had had a deleterious effect on the communities perception of the police and of policing in general. The police were regarded as ephemeral figures who "promised a great deal, but rarely delivered".

The beat area encompasses a population of some 5,000 people and at any one time the beat area might variously account for about 55% of all calls and crime recorded for the six beat areas that comprised the section (see appendix B).

3. The Genesis of a Problem: foot patrol

The objective of the team was simple: with three dedicated officers the aim was to patrol the area, by foot, to raise awareness and develop a dialogue. Where exactly this would lead was difficult to determine.

It was apparent that the team had to be visible. They therefore undertook to patrol the local school both in the mornings and afternoons. The basis for this arose from the realisation that if the team were to reverse the perception that the police had all but abandoned the area, then it was crucial that they could be depended on to be regularly seen.

The immediate problem associated with with the lack of foot patrol was solved by the expedient of planning and directing patrols. However, it soon became evident that foot patrol was essential—but not for the reasons one might expect. Contrary to what had been expected, the demand for the police foot patrols was qualified. The community acknowledged that crime was a phenomena that might strike at any time, defying easy explanation. Moreover, they recognised the constraints that this placed upon the police. This became a defining

feature of the project--its success spoke to the distance that had grown up between the police in Bournemouth and the community they professed to serve. The team learnt that foot patrol provides invaluable reassurance to the public and promotes a sense of community as a mechanism for providing a forum for discussion.

4. The Value of Possession.
The officers on the team, who were all products of response policing, found themselves seamlessly immersed in the day to day issues of the community. Indeed at the outset of the project the concept of possession and responsibility for a geographic area had seemed an anathema. But as the the project unfolded the solutions became increasingly innovative; very often touching on issues that had previously been outside the teams experience. Of itself this might appear justification for purposely conducting foot patrols. The initial objective had simply been to raise the team's profile and to negate the commonly held view that "you never see a police officer when you need one", but by the project's conclusion burglary had, for instance, been reduced by 50% and the team had variously `stumbled' across a variety of "crimes in progress".

5. Problem solving: three examples
i) Home Watch & Burglary.
Burglary on the beat area was disproportionately high. Intelligence suggested that criminals were crossing a dual carriageway, at the southern end of the beat area, on foot to commit burglaries. By modelling crime characteristics the team were able to develop a profile of the offender and of likely targets. The model involved the concepts of scanning, analysis, response and assessment (SARA). The team were surprised by the results. While they felt that the model simply replicated much of the work they were already doing they were able to transform their working practices because problems they were

encountering could be placed within a systematic framework--this marked a sea change in what had, until then, been a rather arbitrary process. By using SARA, the team were able to distinguish between short term exigencies, and longer term solutions. In the short term there was a pressing need to impact on the rate of burglary. In the long term the aim was to develop a rolling preventative programme.

The problems associated with burglary were revealing. While the team had initially made this a priority it transpired that the wider community had little, or no conception of the problem. This was not an unusual problem. The diminution of community ties within the neighbourhood was marked, not least because of the social and economic factors associated with work, working mothers, an aging population and more especially the use of the car. Communication was, as such, almost absent. A house could be burgled and the immediate neighbours be unaware of it Moreover, while the beat team had developed a series of definable objectives, it soon became apparent that the communities priorities lay elsewhere: more especially with the problems of speeding cars and cycling on the pavements. Burglary, was regarded as an isolated phenomenon. Conversely, cycling on pavements was seen and felt by all. Despite this apparent disjunction the priority to deal with the problem of burglary became a defining objective in the first few months of the project.

a). short term problem.

*Source of the Problem:*
Persistent offending by active criminals crossing into the Charminster beat area, **by foot,** from the Wessex Way. The Modus Operandi being to burgle and remove only **portable** property. The offender(s) would then use a telephone kiosk to be collected by taxi.

The Solution:
-Foot patrols were maintained in the area—particularly **through** the afternoon **period when** offences were being committed.
-A publicity campaign was mounted with a specific intention. Posters were **placed** at or near egress points and telephone kiosks known to be used by offenders with the **purpose of**

advertising the fact that the area was being targeted by criminals and that the police were actively patrolling the area in uniform and plain clothes.
-Response and section vehicles were actively encouraged to patrol the area in down periods.
-A profile was developed and surveillance mounted on known offenders.

*The Results:*
-An immediate decrease in recorded burglary for area. However, the problem appeared to have been displaced. As a result of the profile, and following a surveillance operation, an offender was detained on an adjoining section. As a consequence of his detention burglary across the beat area diminished exponentially.
-The offender described the criteria for which he targeted properties, which provided invaluable intelligence.


# b). long term problem.

*Source of the Problem:*

-The absence of a Home Watch Scheme in all but a few roads. Where still active its membership had fallen and the scheme was generally held to be in disrepute.
-Poor communication between the police and the community: exacerbated by misconceptions about priorities.
-A perceived lack of faith about the longevity and commitment to the concept of a beat team.
-Poor security: no visible deterrent on the great majority of houses.

*The Solution:*
-The Home Watch Scheme was actively `sold' by the beat team at every opportunity. Every household who had responded to the earlier crime survey were approached--the premise was to create at least two coordinators for each road, some 25 persons in all would be required to develop the scheme.
-A newsletter was developed. The recorded crimes for each road were published on a monthly basis.
-Local councillors were canvassed. The principle of problem oriented policing was explained. Moreover, the team went to great lengths to explain that continuity had suffered not simply because of the changes in personnel but because many relationships were particularly contingent on police support. The message was reinforced that the the team's personnel might change, but that the philosophy would reman constant.
-Specific properties were targeted by the team as being particularly vulnerable ie. those that were located on, or near to alleyways; those near derelict sites; those where street lighting was poor, those at the end of roads near easy access and egress points for potential burglars.
-Every opportunity was taken to engage the community in dialogue. As well as selling the Home Watch scheme the team actively encouraged the fitting of alarm boxes--more especially as offenders had indicated that they would specifically target properties that lacked any form of visible deterrent At the end of the project the Home Watch scheme was finally resurrected. A series of meetings were held in conjunction with the Crime Prevention Team and other successful schemes. Similarly, problem oriented policing was explained and the beat team philosophy clearly stated as a long term undertaking.
-Long term the rate of burglary for the six month period saw a reduction of 50%.

Domestic Violence.

The team were particularly sensitive to the chronic problem of domestic violence which, across the beat area, accounted for a large proportion of the repeat calls received by the police. The team undertook to adopt an innovative approach to the problem.

*Source of the Problem:*
-On **going and intractable difficulties experienced** by the victims.
-Despite a domestic violence policy there was little or no continuity of practice.
-The victims felt helpless and unable to take the initiative without ongoing support.
-Children were very often present during this incidents.
-The stigma that the police were reluctant either to intervene or take action.

The Solutions:
-A policy document was drawn up between the team and Domestic Violence Coordinator.
-The team undertook wherever possible, to follow-up every incident of domestic violence within 48 hours of its report. The victims would then be followed up weekly for the first two weeks and then fort nightly until the team were satisfied that they all avenues of support had been exhausted or where the victims had specifically requested that they no longer needed support-but even in these cases, because of the teams informal role within the community, every opportunity was taken to follow up cases.
-Responsibility for processing and prosecuting offenders was adopted by the team, thereby ensuring some sort of continuity of practice.
-The team aimed to reduce the workload on the DVC by providing an immediate response.
-A good practice guide was developed.

*The Results:*

-The results were, not unexpectedly, difficult to gauge. The Domestic Violence Project was only adopted towards the end of the project. Anecdotally, some 15 families were followed up. One successful prosecution was obtained for assault and one for breach of an injunction.

-To an extent the success of the team in this area was measured by the antipathy directed towards them by those offenders against whom the team had been instrumental in removing from the family home and injunctions granted. Indeed so touched were the team by the plight of some families that they did, on occasion, assist by buying the bare essentials such as baby food and milk.

iii). Problem Youths.

Similar with all beat areas,, in this or any other part of the country, the team found themselves confronted with an immediate and seemingly intractable problem associated with youth gangs. Solutions, of which there were many, would, quite often, be compromised--as another problem inexorably followed. The difficulty was that an apparent solution would, all too often, be incommensurable with some other

objective. This played itself out at many levels: the team had to balance the competing needs of residents--who, perhaps understandably, were unsympathetic to youthful indiscretion; the youths themselves; the wider community; the local council and the requirements of law. An enduring solution would allude the team until near the end of the project. However, in the early stages of the project, it transpired that there was a discernible "hot spot". Youths were gathering in the early evening around a secluded car parking area--whereupon they would variously engage in drinking, minor public order and criminal damage. Accumulatively, this was having a chronic and deleterious affect on the area. Calls to deal with the problem had become a <u>daily</u> occurrence. This was not unusual. Police would arrive, very often give competing or contradictory advice and then leave. The residents were at a loss.

The Solution:

-The team introduced themselves to the youths and developed "a rapport"—the youths were under the impression that the police were adopting a zero tolerance policy. Nothing was done to disabuse them of this idea—which allowed the team some scope for initiative and discretion.
-Residents were encourage to call the police at every opportunity. These calls were followed up by the team in every case.
-Plain clothes patrols were instigated in conjunction with uniform patrol. An initiative was developed in together with the Special Constabulary.
-A series of posters were displayed explaining that CCTV was in operation.
-A covert surveillance camera was used for a two week period.
-Two strategies were adopted: initially recourse to enforcement was avoided. This approach was widely explained with the caveat that, should it fail, then enforcement would follow as a secondary strategy.
-Foliage was removed form around the car park.
-A bench on which the youths gathered was removed.

*The Results:*

-Repeat calls increased. Paradoxically, the initiative was seen by the residents as empowering. Their reticence about police response diminished and with it their reluctance to initiate calls for police action.
-A number of youths were returned to tie parental home: curiously, the team discovered that very few of them lived in the immediate area.
-The team were able to discriminate amongst the youths, establishing who, amongst them, were the leaders and, more especially, the motives for the group to gather in the area.
-In all, five arrests were made (for criminal damage and minor public order).
-The group fragmented—clearly an element of **geographical** displacement took place into the adjoining section area. Moreover, recorded instances of assault and harassment specifically of foreign **language** students diminished.
-A consistent policy was inaugurated: this was especially important to both the residents and the youths themselves.

6. The Charminster Forum.

The demands placed upon the team called for a wider perspective. It similarly became apparent that the police, because of their broad mandate, were the only agency who could act as a conduit and focus for the many disparate elements and competing demands that arose in the community. This marked an important change in the progression of the project. Strategies could not be addressed in isolation: they demanded a multi-agency approach. It was acknowledged that problems could not be distinguished, much less considered, out of context. They were, in fact, part of a wider problem that would, sooner or later become a policing problem. The culmination of this was the development of the Charminster Forum. Included within this group were councillors, social workers, general practitioners and other interested parties. The objective was to develop a cooperative approach to problem solving by preempting problems. This meant that the team were often able to anticipate problems–which allowed them to both widen and embolden the policing remit and to develop solutions in a wider context. The team, not surprisingly, found this empowering. The notion of possession had moved from being a token concept to reality.

An initiative, arising through the auspices of the forum, was undertaken to cut back hedgerows. The purpose of the project was threefold: firstly, to tidy certain areas and create a sense of civic pride; secondly, to removed obstructions from the pavements while redressing the deterioration in appearance of certain roads; and thirdly, to discourage dog owners from `using' the pavement. While it is difficult to gauge what if any impact this made on crime—though there is anecdotal evidence to suggest that the appearance of an area is an important determinant--the initiative contributed to the sense that the police "were getting to grips" with the area. Elsewhere, a protocol was adopted in conjunction with the council which saw the prompt removal of

abandoned and untaxed cars. In all, some twenty cars were removed from the roads of Charminster.

7. Conclusion: The Evolution of a Policing Ethic.

At a practical level, many of the problems discussed here will be as familiar as the solutions that were tried. By the end of the project there was a sense that the successes could be said to have outweighed the failures. Moreover, the project demonstrated the importance of team policing. A group of officers can develop and adapt to changes, especially in personnel in a way that ensures an important level of continuity and support. This, as the team had learnt from previous failures, is a vital determinant in the management, sustainability and commitment to an area.

As the project progressed community relations improved markedly; more especially as the team were in a position to address most, if not all, of the commonly held misconceptions about the police. While, calls for service increased, the community became more realistic about what they expected. Similarly, the development of the Charminster Forum, provided a much needed opportunity for both inter communal and interagency dialogue. The lasting testament to the project was the subsequent introduction, throughout the division, of problem oriented policing.

At another level the project allowed the team to reconsider their work, more especially the value and impact, both on themselves and the community, of response policing. It was apparent that complex issues could, in fact, be addressed without recourse to the criminal justice process. There were reciprocal benefits: the sense that officers can make a lasting contribution and impact. This is crucial if the vocational element of policework is to be recaptured. In so doing fundamental

imperatives are derived from the necessity to confront and analyse problems. As a consequence, the team became accountable to the community. This is important. Whereas in the past this had been a passing and somewhat abstract consideration it now became a guiding tenet of the team. The benefits that flow from it cannot be understated. It follows, therefore, that if the environment and practices to which officers are accustomed can be reconceptualised a realistic prospect exists that the aspirational element in, for example, *The Statement of Common Purpose and Values might* be realised. As John Kleinig has argued, `many of the problems of police accountability are exacerbated, if not caused, by the cultural and social distance that often exists between police and the communities they serve.'

The legacy of response policing is felt in any number of ways. For communities it is documented in the continuing and systematic failure to properly anticipate and address problems. But elsewhere it is in the impact that this type of policing has on the officers themselves. Response work is undeniably stressful. Very few officers last the pace. The consequences are immense. Skilled officers are lost to promotion or specialisation. Careerism becomes rife. The endemic cynicism that is commonly associated with the police inheres to this type of policing. More disconcerting perhaps are the inevitable consequences of complaints and unethical conduct as officers attempt to cope with and understand their work.

Problem oriented policing reinvigorates the search for causes rather than has been preferred, to repeatedly look at problems symptomatically and superficially. Kleinig reiterates this point, arguing, that `unless police and community can be brought into dialogue, unless there is some empathetic bond, unless some commonality of purpose

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*See* p. 229, *The Ethics of* Policing, (1996) Cambridge: Cambridge University Press.

and expectation can be developed, achieving accountability will remain an adversarial and unsatisfactory process constantly at risk of failure.' [2]

What the Charminster Project demonstrates is the transformation that follows in the wake of problem solving. At one level this approach hardly begins to scratch the surface. However, as officers become engaged in developing solutions, the long term benefits of problem oriented policing become manifest--but first it must find its voice in the police because only then can it realise its full potential.

The important point is that problem oriented policing moves the work of the police away from abstractions and, intuitively it allows the police to treat the people with whom they deal with, and come into contact with, as a means to an end. This was central to the projects success.

In effect problem oriented policing does not contain, nor indeed should it be, the panacea for everything. However, it holds out the very real prospect that the police might be able to reduce the gap between what we *ought* to be doing and what we *actually* do—and in so doing, avert the very real sense of dissonance that is a defining feature for most, if not all officers engaged in operational policework. Moreover, if officers can begin to understand themselves and the job that they do, then there is a possibility that we might move towards a more ethically and practice based system of policing. Until now police officers have understood perfectly the work they do, but what they have not been able to do, nor will they be able to do, without problem oriented policing, is to understand their work and themselves objectively. In this sense policing remains an art with its own unique language. The promise of problem oriented policing is the recovery of this language.

The investing of the role of constable with new meaning and purpose, which is an integral part of problem oriented policing, marks a new approach to policing: one which, because it finds its expression in, and through the community, marks the evolution of a new policing ethic.

1 8.     In some stations, disruption of briefings is not uncommon. Weymouth **have** attempted to avoid this by a mutually agreed half hour overlap before the **outgoing** shift hand over vehicles and radios to the new shift.

## *Call Grading - Satisfaction*

19.     With some qualifications, officers seem satisfied. Recent improvements have been commented upon but there is scope for further improvements.

20.     The variation in petfotmance between operators is commented upon as is the scope for improved radio discipline.

## **Do Patrol Officers have clear objectives?**

22.     The national, force and local objectives are well published and officers should all be aware of them.

23.     The importance of these objectives to patrolling officers is less certain; there is scepticism as **to** their value and the degree of commitment is variable.

24.     There is little time to address objectives if a high number of incidents calls are received during a tour of duty.

25.     The relevance to officers is increased if they feel some sense of ownership in respect of an objective.

## **Within the culture of the Dorset Police is beat work "the bottom rung of the ladder?"**

26.     The short answer is 'yes', in that this would seem to be the majority view of officers fulfilling this role.

27.     Although much of the justification put forward in support of this view is unconvincing when subjected to objective evaluation, the importance of this perception in that it is held within the largest group of officers should not be underestimated.

28.     The earlier block on recruiting reinforced this view.

29.     Maturity would also appear to be a factor in that officers with the least service seem to be the keenest to broaden their experience by working in other areas of police work.

## **Are our current arrangements in respect of tutoring and supervisions adequate?**

30.     Views regarding are current tutoring arrangement are mixed. Although some divisions express satisfaction with their arrangements others believe them to be inadequate.     **a**

31.     The selection and training of tutor constables should be given high priority.

32.     The establishment of the A of J Department has allowed sergeants to adopt the role of 'team leader who is both mentor and motivation ' in the larger stations. In the smaller stations they still expected to undertake a range of additional role and even in

some of the larger stations there are insufficient sergeants for one to be allocated to each `Ottawa' squad.

33.     Opportunities for recognition by lateral and self development will become more important as promotion chances have been reduced.

### *Is there  adequate information  and  analysis  in support  of patrol work?*

34.     The clear advantage the force has in respect of its IT system is recognised but there is scope for improvement e.g. GIS system, easier access to Command and Control information. The system does not meet the needs of all specialist departments.

35.     The ability of all officers to access the system to its full potential is doubted and there is believed to be scope to enhance this by additional training effort.

36.     The analysis of the information available varies from division to division.

37.     The risk of `information overload' must be recognised, making analysis even more important.

### *Do the "in force" mechanisms that measure and monitor the patrol function have any impact on the officers undertaking the duty?*

38.     Although they don't have a direct impact there may be an indirect one in that local commanders may intervene as a result of such information.

39.     The ability of officers to interpret the information in a meaning full way is doubted and there may be a training need.

4.      CONCLUSIONS:

        The standards in Dorset Police are high and there are many good examples of commitment and dedication to community based policing. The force is justifiably proud of its record of_ joint initiatives with other agencies giving practical effect to the notion of "partnership." Dorset is particularly well served by its integrated IT system.

        Work already in hand in respect of sectorisation, tutoring probationers, the Poole tasking and co-ordinating group, help desks, graded response and the new crime report/mapping system is timely and very relevant to the issues raised by the Audit Commission. The need to undertake the work planned in respect of Sergeants is further supported by their report.

However, our research does identity a number of important areas where work needs to be undertaken if professional standards are to be maintained. The following are believed to be particularly relevant:-

### I .     PATROL IS SEEN  PREDOMINATELY AS  REACTIVE

Aided by the recent ACPO examination of the patrol function. the Audit Commission concltted that 'pat'ol' was a means of achieving the following:-

- responding appropriately to incidents and emergencies
- maintaining public order and tacklin g anti-social behaviour
- reassurin g the public throu g h a visible police presence

- forging links with local communities to tackle problems of crime and **nuisance**

- gathering intelligence, especially in relation to crime and criminals

Whilst the First two can be generally described as reactive the other three are proactive of preventative. This raises concerns regarding the effectiveness of much of the pat<sup>t</sup>ol undertaken in Dorset in that effective patrol requires the right balance both types of activity.

The low priority given to foot patrol is also of concern. The public value foot patrol highly and there-are other important issues in respect of skill development.

## 2. PERCEIVED STATUS OF PATROL WORK IS LOW - 'BOTTOM RUNG OF THE LADDER'

This finding is of particular concern for a number of reasons. Patrol officers constitute the largest proportion of the force. If **they** are feeling **undervalued** then they are unlikely **to be** fulfilling their full potential. This will undermine their performance with "knock on" implications for the overall results achieved by the force.

Dissatisfaction in time will impact on wastage, undermine our efforts in respect of recruitment and reduce the proportion of officers with proven experience. This risks further "knock ons" in respect our ability to train new recruits.

The impact of reduced career opportunities inevitably means an increase in the number of officers whose promotion ambitions are not going to be met. This type of officer is more likely to be retained and remain motivated if they are given responsibility and feel their work is valued by the organisation.

## 3. INFORMATION SYSTEMS ARE BEING UNDER UTILISED

Dorset's IT system is a valuable asset coveted by many other forces. If officers are unfamiliar with the applications that it supports then they are likely to be working inefficiently and the potential of the system will not be released.

## 4. REGULAR DEBRIEF AT END OF PATROL DUTY NOT ROUTINE

Although debriefs a re a regular feature of large operations they are not routinely utilised in respect of patrol.

By faili ng to Debrief we are missing opportunities to:-

share information and ideas

develop a learning culture and a problem solving approach

fulfil responsibilities in respect of welfare needs

The importance of the **last element in view of** the number of officers succumbing to stress related illness should not be underestimated.

In the group's early discussions concerning the issues raised by the Audit Commission we recognised echoes of the misgivings revealed by internal surveys about the quality of leadership and management in the police service that led to "Getting Things Right," published by the Quality of Service Committee of ACPO in 1993.

This report had identified the following key internal service area:-

- Leading and Managing People

- How we communicate

- Internal organisation

- Managing resources

- Systems and procedures

- Strategy for action

**Having revisited "Getting Things Right" we concluded that it was still very relevant and commend it to police and support staff at all levels within Dorset Police.**

**5     PROPOSAL**

**(1)     Policing   Model:**

The group were impressed by the way in which Surrey Police described thei⌐ model of policing in that it was simple, gave focus and encompassed the variety of activities that contribute to effective policing. They simply describe three levels of policing - reaction, reduction and partnership,

The model seemed to be universally understood and was apparently commonly used by officers.

They identify reactive policing issues such as responding to calls as 'Level 1' policing. Dealing with ongoing issues , such as troublesome youths involving high profile policing and enforcement were regarded as `Level 2' policing.         4

Longer term interagency approaches that aim to deal with substantive problems rather than symptoms. youths causing nuisance for example that could be tackled by diverting them from congregating in public areas by setting up youth clubs or other facilities. This approach would be described as level 3' policing.

The aim of the model is to encourage officers to break the reactive spiral of level one calls, developing level two and three strategies to reduce the overall demands on the service. The model is attractive in that it enables officers to more clearly identify the level at which they are operating. Officers are encouraged to utilise as many level Y policing initiatives as pos`ibbe..

Members of the workirᵍ group were particularly impressed by the enthusiasm of Surrey officers who visited Dorset to assist police the Conservative Party Conference and as a result visited the force to assess the model in operation. It is believed to offer something capable of being developed to the advantage of the patrol function in Dorset.

**elsewhere.   To coin a phrase used by the new government, it is time for us to adopt "joined up solutions for joined up problems".**

The recommendations and evaluation of the Charminster Beat   Project are formally submitted for consideration.

MQ ulwistz

PC 1582 HUGHES

**cc:**

**ACC**
**Divisional Commander, Bournmeouth**
**Superintendent, Operations, Bournemouth**
**POP Project Co-ordinator**
**Meyrick Section Commander**