Tilley Award 2006

Application form

Please ensure that you have read the guidance before completing this form. By making an application to the awards, entrants are agreeing to abide by the conditions laid out in the Guidance. Please complete the following form in full and within the word limit. Failure to do so could result in disqualification from the competition.

Completed application forms should be e-mailed to Tricia Perkins; patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on Friday 28th April 2006. No entries will be accepted after this time/date. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262. Any queries regarding other aspects of the awards should be directed to Michael Wilkinson on 0207 035 0247 or Lindsey Poole on 0207 035 0234.

Please tick box to indicate whether the entry should be considered for the main award, the criminal damage award or both;

X	Main award	☐	Criminal Damage Award	☐	Both Awards

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1. Details of application

Title of the project **Neighbourhood Policing with Heart & Edge: Beat It**

Name of force/agency/CDRP: **Merseyside Police**

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Position and rank of endorsing senior representatives(s) **Assistant Chief Constable. Merseyside Police**

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2. Summary of application

Neighbourhood Policing with Heart and Edge: Beat It

Outline of Problem
A Neighbourhood Policing Model had been implemented in 2000 and problem solving integrated. However calls for service had increased, societal demands changed and government agendas developed – i.e. reassurance, citizen focus, respect and so on. The Model was now not fit for purpose, problem solving was waning and calls for service were not being met.

Description of the initiative
A Forcewide, Partners and Police Authority supported project team, with a Project Initiation Document (PID), clear agenda and project management system was put in place. The aim being to develop a citizen focused Neighbourhood Policing Model that delivered total policing maintaining the *heart and edge* approach. Encapsulated within the structure would be the NIM as the conduit for operational delivery with problem solving at its *heart*. The Model would bring together all the current key agendas (reassurance, respect, community engagement, performance focus etc), and would deliver against PPAF in an holistic manner

Main Intervention Principles

- To identify a Neighbourhood Policing Model that will deliver Neighbourhood Policing through values, citizen focus, standards and performance

- To re-write the Force Crime and Anti-Social Behaviour Strategy (CAN DO), to encompass appropriate minimum standards for service delivery

Main Outcomes

- A Neighbourhood Model to deliver the reassurance agenda - the *heart*; operation policing - the *edge*; and calls for service. The model delivers at four levels with dedicated, patrol, support and investigation officers. A reviewed and redefined problem solving approach
- A reviewed and rewritten CAN DO, now BEAT IT, still linking to PPAF and using the NIM as the conduit - more user friendly, containing clear delivery options
- Delivery of citizen focus policing and the reassurance agenda
- Delivery of improved performance on calls for service under a rewritten and new graded policy compliant with NCRS and NSIR
- Deliver of the Quality of Service commitment combining the victims code and keeping people informed
- Continual evaluation and development process through a Citizen Focus Governance structure at three levels, Force, Cross BCU and BCU.

What evidence was used?

- Socio economic data
- Resource data
- Community preferences and priorities
- Staff wizard computer programme to identify demand and allocation of resources
- The outcome of research obtained by following the process to identify neighbourhoods recorded in the publication "Professionalising the Business of Neighbourhood Policing."
- Consultation with Government, Home Office, National Neighbourhood Policing team, Community Staff, ACPO, Police Authority, Key Individual Networks, Community Advisory Groups and so on

3. Description of project

Neighbourhood Policing with Heart & Edge: Beat IT

Scanning
In 1998 Merseyside Police introduced problem solving to mainstream policing delivery. This was supported through the establishment of the SARA problem solving model, as working practice, with the establishment of Incident Management Units to identify public problems and concerns. The problem solving process was introduced, to the then divisional based resources inclusive of criminal investigation and operational support functions, with a training programme and documented support.

As with many Forces, Merseyside Police faced a period of considerable change. In 2000, Neighbourhood Policing was introduced to the Organisation. Neighbourhood Policing brought about the establishment of geographical based areas of ownership and responsibility for dedicated police resources. A commitment to the public of Merseyside also brought about expectation, expectation that crime and anti social behaviour would be a priority for the newly formed, Inspector led, Neighbourhood teams.

In 2003 Merseyside Police introduced the Force Crime and Anti-Social Behaviour Strategy; CAN DO (a pneumonic meaning **C**rime and **A**nti-social **N**eighbourhood **D**elivery **O**ptions). CAN DO acted as the NIM Strategy providing delivery options for each of the priorities identified through the assessment. The strategy was reviewed and updated bi-annually.   The delivery options were directly linked to the Police Performance and Assessment Framework domains to enable an evaluation process and audit trail to prioritised areas.   The delivery options were also categorised within the intelligence, prevention and enforcement sections of the NIM and directed towards the victim, offender and location aspect of the problem solving approach. The end product enabled Neighbourhood Inspectors to identify the problems in their local and pick appropriate solutions and apply them through the problem solving approach. This was managed, monitored and evaluated via the tasking and co-ordinating group within the NIM process. CAN DO also brought together key issues of the time into one Force strategy.

By 2005, Merseyside itself had developed and grown (population). Socioeconomic changes had occurred not least the award of the Capital of Culture. Demand had increased for the Police Force and Government direction and agendas had further developed. The Merseyside philosophy of Neighbourhood policing is identified as good practice and is well regarded nationally but it was clear that the model needed to evolve to remain fit for purpose and to ensure a citizen focused, quality police service.

ACPO provided clear direction in relation to what needed to be achieved. Merseyside Police needed to progress and develop to deliver Neighbourhood Policing with *Heart & Edge* and to assist Merseyside to become the 'best' Police Force. A Blueprint for Service Improvement was developed to drive this process and associated issues. A Force Modernisation Team was created to drive and direct these objectives. However clear focus was required upon Neighbourhood Policing and the need to meet the growing demands especially on calls for service. Some five hundred officers were aligned to the response side of policing whereas analysis clearly showed some nine hundred were required.

A great deal of impacting factors existed that formed part of the background to the continuing development and evolution of the Model. Some of these were national developments and some within Force. A summary of the main factors are detailed below;

> **National Issues**
> - Police Reform
> - The National Policing Plan
> - Citizen Focus Policing
> - The Reassurance principles
> - 'Professionalising the Business of Neighbourhood Policing' – a report produced by NCPE on behalf of ACPO
> - National Standards – through NCPE doctrine
> - The Quality of Service Commitment
> - The Police Performance Assessment Framework

Internal Issues

- The Blueprint (mentioned above)
- The proposals for a Resource Allocation Model
- The role of and development of Partnerships
- The Force Crime and Anti-social Behaviour Strategy
- Force Performance
- All workstreams within the Force Modernisation Team (Police Reform Agenda)
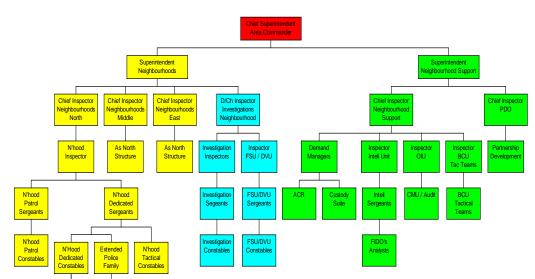
Analysis

The analysis focused on the following main strands:

- Neighbourhood Policing
- Deployment Model
- Minimum Standards
- Role Definition
- Calls and Response – Grading of calls

To address all the issues, analysis was formulated, adopting methodology described below:

Identification of Neighbourhoods through Strategic Assessment

The below chart was distributed to BCU's to replicate with their structure/strategic overview.

BCU Example Organisational Chart

Audit Completion of a Police Resource

In the analysis, "Staff Wizard" was utilised – the proprietary Police Resource Management software (of which Merseyside are the sole Police licence-holders in the UK). The "Staff Wizard" demand-led output was applied to the Merseyside Resource Allocation Plan (RAP) for each BCU.

The process comprehensively examines every conceivable restriction on staffing the Neighbourhood Patrol function and then "fits" supply to demand. It takes into account the following:

Miles of Road	Administration
Region Area	NIM-standard briefings and debriefings
Speed of Response	Refreshment breaks
Average Call Time/Number of Deployments	Shift length
Paperwork	In-shift training
Custody Time	"On duty" court time (half-day trials etc)

It also accounts for abstractions using the "shift relief factor", taking account of:

Leave	Major Events/PSU duty
Sickness	Public Holidays
Court (all day trials)	Rest Days
Football	Training

Completion of a Partnership Audit
This audit was conducted with the provision of a matrix to each Merseyside BCU. The content of the Matrix included Structure:
- CDRP Structure
- Local Joint6 Agency Groups
- Neighbourhood Action Groups
- Local Neighbourhood agreements
- Partnership funding
- Neighbourhood management areas

Identification of roles for Neighbourhood and Response officers
Each role Job Description questionnaire was examined to determine the current role and 'best fit' for the proposed Neighbourhood model.

Identification of resource allocation to Neighbourhoods and Response Sections
The below matrix was distributed for analysis by the respective BCU's with below illustrated returns.

<u>BCU Comparison</u>

	Lpool North	Wirral	South Lpool	Knowsley	St Helens	Sefton
Are you increasing the no of response staff?	YES	YES	YES	YES	YES	YES
Patrol (Resp) Ownership of Calls For Service?	YES	YES	YES	YES	YES	YES
Suggested No. of Neighbourhoods	4	8	5	3	5	6
No of Wards within BCU	16	22	14	21	16	22
No. of Neighbourhood Patrol Sites (Response)	4	4	1	3	1	6
No. of Ring Fenced Staff	58	66	45	30	34	34

No. of dedicated staff	9 Inspectors 8 Sergeants 58 Cons + CSO's / etc	141 Total 66 Ring 75 non – ring fenced + CSO's etc	5 Inspector 10 Sgts 70 Cons + CSO's etc	30 dedicated +CSO's etc	34 Ded- ring-fenced + 25 Additional +CSO's etc	34 Cons ring-fenced
No. of Patrol (Response) staff	2 Insp 20 Sgts 240 Cons	!0 Sgts 175 Cons	5 Insps 11 Sgts 125 cons	5 Insps 15 Sgts 110 cons	5 Insps 20 Sgts 110 Cons	155 Cons
No. of Tactical officers	17 Sgts 170 Cons	3 Sgts 24 Cons	2 Insps 10 Sgts 84 Cons	1 Insp 3 Sgts 18 Cons	1 Sgt 48 Cons	43 cons +2 Sgts and 12 NST
No. of CID (Inc FSU etc…)	NYK	4 Insp 10 Sgts 58 Cons	2 Insp 3 Sgts 19 Cons	2 Insp 5 Sgts 35 Cons	3 Insps 29 Cons	3 Insps 8 Sgts 46 Cons
Who will investigate crime / volume crime?	-TAC Teams -Patrol (Res) - CID - Dedicated will deal with some beat crime.	- Non ring fenced Neighbourhood. - CID - Patrol (response) will deal with Self generated offences.	- TAC Team - CID	-CID - Patrol (Response)	- Patrol (Response) - CID - TAC Team	- TAC Team - CID - Patrol (response) - and Neighbourhood
Who is Accountable for Performance?	-Insp – Operations = Crime reduction/ detection / performance - Insp Ops Support = Reassurance / QOL etc… - N'hood Chief Insp Ultimately = Performance.	- Volume Crime = TAC TEAM - N'hood Insp = Performance / KPI's etc…	- Chief Insps = Goal Sponsors for KPI's. - N'hood Insp = Performance / problem solving. - TAC = Detections and investigations.	- N'hood Insp = Ownership of performance / management of staff. - DCI = Crime Investigation.	- N'hood Insp = Crime reduction / ASB/ citizen focus etc…. - DI = Crime / Detections	N'hood Insp / Sgts aligned to 5 blocks all responsible for managing CFS / Problem solving etc…
Role of N'hood Dedicated Staff?	Problem Solving / QOL issues / Point of contact / Reassurance/ Patrol and Beat Crime.	Investigate self generated crime / N'hood Patrol / community engagement.	Dedicated twds reassurance / engagement / problem solving / Patrol.	Patrol / Reassurance / Problem Solving / ASB / Point of contact.	Patrol / ASB / Problem Solving / citizen focus / minor crime / repeat victims.	Patrol / reassurance / Problem Solving / Citizen Focus/ investigate low level crime / proactive patrolling / named offenders / warrants etc…

Role of Patrol (Response)?	All CFS / Reassurance / non protracted crime investigations and enquiries.	All CFS / investigate self generated crimes / Named Offenders / Warrants.	All CFS / Self generated crime investigation.	All CFS / Crime Investigation/ Volume Crime.	All CFS / Some Crime investigation / Patrol and Tasking as per T &CG process.	All CFS / 24/7 cover / Some Crime investigation.
Role of N'hood Tactical Staff?	Deal with volume crime / detections / reductions / T&CG Tasking / Utilised for abstractions.	T&CG Tasking / Problem Solving and some named offenders.	Deal with crime investigations for ASB / Violent Crime / Robbery / Burg Dwelling / Autocrime and volume crime. T&CG Tasking.	BCU Wide T&CG tasking.	Named offenders / Volume crime investigation / T&CG Tasking.	Named Offenders / Crime investigation / ASB / Problem Solving / Target Crime and support assistance.
CID	Major Crime / FSU etc…	Major Crime / FSU etc…	Major Crime / FSU etc…	Major Crime / FSU etc…	Major Crime / FSU etc…	Major Crime / FSU etc…
Where will Abstractions to Force Ops etc… come from?	TAC Team	From anywhere except ring fenced.	TAC officers and Patrol (Response) officers.	From anywhere except non ring fenced officers.	TAC officers and Patrol (Response) officers.	TAC officers and Patrol (Response) officers.

Identification of minimum standards within those roles
The below matrix is an example of the data gathered for analysis to establish minimum standards

Enforcement	Prevention	Intelligence
Effective use of the Crime Reduction Officer and Area Marketing Officer	HVP by Police, Special Constabulary, CSO's, Travel CSO's to include effective use of PACE powers	Use of ACPO NIM manual re: minimum standards
Quality briefings at start of tour of duty include 'hot spots' and offender profiles	Use of CCTV vans	Detailed analysis around Victim/Offender/Location
Use of RIPA, CCTV, surveillance and any other technical support available from police or other agencies	Bronze, Silver, Gold response as per Repeat Victimisation strategy	All staff including CSO's etc to submit quality intelligence
Bids to JAG/T+C for operations, additional deployments, crime prevention activities	Crime Prevention advice to perceived vulnerable persons	Reprioritising the work of the analyst to compliment control strategy issues

Revision of CAN DO

The Force requirement was for a revision of the CANDO strategy to effectively provide a framework to ensure delivery of the proposed model. Analsys included interview, were possible, of original authors and to absorb reassurance, engagement and citizen focus issues into the proposed structure.

Response

The response has been the introduction of four key products:

1. A new 'Integrated Neighbourhood Policing Model'
2. A revised CAN DO now called BEAT IT
3. A comprehensive Customer Service Policy
4. A revised problem solving approach

1. The Integrated Neighbourhood Policing Model

The principle behind the model is the alignment of all resources to the Neighbourhood, under the ownership of the Neighbourhood Inspector. Three basic functions have been identified, plus the existing function of investigation. All staff have a responsibility to deliver the well established Problem Orientated Policing (POP) approach – Victim, Offender, Location – with a particular focus as now described:

1. Neighbourhood Patrol – these officers deal with all Calls for Service and are sufficient in number to meet demand – a **location** focus
2. Named Dedicated Neighbourhood Officers – these officers are ring fenced and are not abstractable. They are Ward based and provide the Citizen Focus approach, i.e. the 'heart' – a **victim** focus
3. Neighbourhood Support – these officers provide the 'edge' to policing and target crime and performance issues – an **offender** focus.

A fourth role has been created, that of the Critical Incident Manager. This role merits the rank of Inspector. The role provides support to the Neighbourhoods by ensuring calls for services are met, custody issues dealt with and critical incidents managed throughout the policing day.

The allocation of resources to Neighbourhoods has been calculated against a demand matrix.

There has been no increase in establishment. The Model simply manages resources more effectively against roles and demand that are identified. Prior to the introduction of this model the Response sections were separate from the Neighbourhoods. This resulted in a silo approach to policing and occasions of under performance in some areas. This Model therefore aligns all Response sections to Neighbourhoods, effectively making all officers Neighbourhood Officers. Within a Neighbourhood the Inspector will now own and control all resources in the roles and functions described above.

To ensure the correct focus on activity and performance for each function a set of 'Guiding Principles' was written. This document identifies the community and performance focus of each role. Performance indicators have also been identified for each function, these are called function PI's and are measured and evaluated via a performance framework called the BCU Commanders toolkit.

The Extended Police Family work at Ward level, aligned to the dedicated function within this model. The numbers allocated to each Ward were decided upon by using the same methodology adopted when calculating the number of officers, (described earlier).

The end result of this model has been an increase in benefits for both the community and the service. Some of these benefits are now illustrated below:
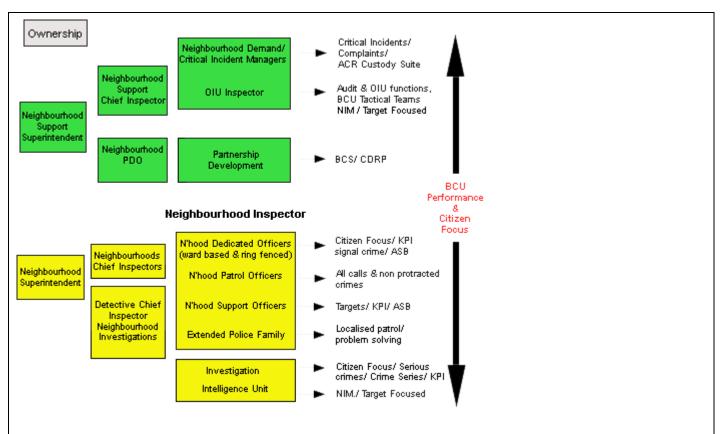
Benefits for the Community:

- Named dedicated officers for each Ward
- A greater focus upon Anti-Social Behaviour and quality of life issues

- An improved level of resources for calls for service
- An improved problem solving approach and structure involving the community and partners
- Officers, staff and the extended police family far more aligned to the community, (Neighbourhood and Ward based)
- Greater accountability to the community and a structure that will promote engagement

Benefits for the Police:

- The creation of the Dedicated Named officer to drive citizen focus policing, reassurance, problem solving and community engagement
- The delivery of a more victim/witness focused service
- A structure that will deliver the Quality of Service Commitment
- A more responsive Police Service
- Improved resource management
- Clear roles and responsibilities
- Improved performance for Frontline Policing
- A structure more suited to the National Intelligence Model
- A model built around the Police Performance Assessment Framework

The below illustration depict the model:

Ownership

Neighbourhood Support Superintendent

Neighbourhood Support Chief Inspector

Neighbourhood PDO

Neighbourhood Demand/ Critical Incident Managers

OIU Inspector

Partnership Development

► Critical Incidents/ Complaints/ ACR Custody Suite

► Audit & OIU functions, BCU Tactical Teams NIM / Target Focused

► BCS/ CDRP

Neighbourhood Inspector

Neighbourhood Superintendent

Neighbourhoods Chief Inspectors

Detective Chief Inspector Neighbourhood Investigations

N'hood Dedicated Officers (ward based & ring fenced)

N'hood Patrol Officers

N'hood Support Officers

Extended Police Family

Investigation Intelligence Unit

► Citizen Focus/ KPI signal crime/ ASB

► All calls & non protracted crimes

► Targets/ KPI/ ASB

► Localised patrol/ problem solving

► Citizen Focus/ Serious crimes/ Crime Series/ KPI

► NIM./ Target Focused

BCU Performance & Citizen Focus

2. BEAT IT

BEAT IT is the reviewed and revised CAN DO; the Force Crime and Anti-social Behaviour Strategy. The same principles of CAN DO are still included but the strategy has been developed to be practitioners focused product. It has been reduced in size and complexity and is useable by the frontline officer, the Neighbourhood Inspector and Command Teams both at an individual level and through structured forums such as the tasking and co-ordinating group.

BEAT IT as a marketing product links to the 'heart' side of policing through its name (as in heart beat) and to the 'edge', (as in beating crime).

The NIM is still the conduit for delivery and categorisation of tactical options and the options are still linked to the PPAF domains.

The strategy has been updated to include all the current priorities such as the Prolific and Priority Offender Scheme and National Doctrines.

3. Customer Service Policy

To ensure the Citizen Focus approach is achieved and to incorporate the Quality of Service Commitment and Victims Code a comprehensive customer service policy was also created and launched alongside and incorporated within the new Neighbourhood Model.

Three approaches are included in the policy:

   I.   Standards
   II.   Your Voice Counts
   III.   Keeping People Informed

I. The policy provides and sets the standards for the Merseyside Police Customer Service model through the

L.I.S.T.E.N approach. It is based upon tried and trusted market research, which, if adhered to, will deliver excellent customer service. It is supported by the introduction of a hierarchical form of dip sampling, to identify poor practice, which has a negative impact upon providing confidence and satisfaction, and will highlight excellent work. These standards are incorporated into the roles and responsibilities of all functions within the new Neighbourhood Model.

II. Your Voice Counts has also been introduced. It was identified that the Force did not have a customer comments/suggestion scheme so this has provided a formal method of recording Quality of Service issues in the Force and standardising the former Miscellaneous Complaints policy and Direction and Control Complaints. The scheme basically allows and encourages members of the public to comment on their views of the service provided both positively and negatively. They can do this through websites, phone calls and leaflets at relevant locations. All the findings are recorded and fed into the satisfaction and confidence performance structure.

III. Keeping people informed. This approach also incorporates the new Victims Code. Clear direction is provided as to who should keep members of the public informed about the service they are provided and when. It relates to incidents and crimes and falls in line with NCRS and NSIR. The approach is also incorporated into the new grading policy applied to the new Neighbourhood model that works to ensure a better and a more timely service.

4. Problem Solving

A fundamental component of the Neighbourhood delivery was clearly recognised as Problem Solving. From the previous analysis it was clear that problem solving had become fragmented both in its use and delivery. The Force has adopted a problem solving approach which has evolved the basic SARA model into IDPARTNERS. The components are:

> I – Identify demand
> D – identify Drivers
> P – define the Problem
> A – establish an Aim
> R – Research and analyse
> T – Think creatively
> N – Negotiate and initiate responses
> E – Evaluate
> R – Review
> S – Success – celebrate and learn

To support the process, training and documentation have been produced. In addition, a networked Case Management system is being developed. Training has also been recognised to role specific and initial training has been delivered to the dedicated ring fenced resources who have direct contact with the community and partner agencies.

Assessment

In relation to all this work two phases of assessment were and are included:

> I. Pre-implementation phase
> II. Post Implementation phase

I. Pre-implementation
Continual assessment and evaluation of all work was maintained throughout the life of the project team. The team was effectively managed via IPSO an IT programme based around a GANT chart approach. Team leaders meetings were held twice weekly to maintain communication and consultation. The project was structured with a lead, sponsor and manager. A project board was put in place with all key individuals concerned. In addition a critical friend from the national neighbourhood policing team was identified and consulted with throughout.

In addition to the above a comprehensive communication and marketing strategy was put in place that covered the below:

- A consultation process with staff of all roles and ranks, with key individuals, stakeholders, partners, police authority, ACPO, BCU's and the public
- Weekly newsletters and updates
- A website with an interactive capability
- Surveys
- Internal and external marketing campaigns with various methods employed – DVD's, videos, bulletins, In Touch articles, Newspapers, Radio interviews and so on

The assessment and evaluation was conducted against the set objectives of the project, the PPAF domains and confidence and satisfaction framework. Functional performance measures were also created and now implemented to ensure the delivery of the roles and activities within the different functions of the model.

II. Post Implementation
The Project Board has been developed into the Citizen Focus Board. This is a development and governance group to ensure continual assessment and evaluation of the model and its implementation and also the customer service policy. It also ensures the use of BEAT IT and is driving the problem solving approach. The Board is chaired by the ACC Operations and BCU/Departmental Heads are members. A comprehensive structure of review has been put in place at 30, 60 and 90 day periods to ensure implementation of all aspects mentioned in this application. This is completed against the remit of HMIC baseline assessments and the ten principles of Neighbourhood Policing. A performance structure is also in place to ensure delivery against the PPAF domains.

Below the Board is a delivery Group made up of practitioners at Chief Inspector level and below. Then within the BCU's a governance and delivery structure is in place structured in a way that is relevant to that BCU.

In addition the Force Audit and Inspection Unit assess each BCU on a rotational basis to ensure compliance and continual improvement.

The reassurance agenda is also in place throughout the Force and part of the assessment process is the results of the community engagement process. This feeds into the NIM process and into the satisfaction and confidence performance framework that exists within the Force.

The customer service policy also feeds into this assessment process and confidence and satisfaction framework. The results from Your Voice Counts feeds into the framework and a performance structure supports the dip sampling process.