- One of the UK's top 30 universities (*The Times/Sunday Times Good University Guide 2019*)

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Cutting Crime Impact - Promoting continuity in Neighbourhood Policing through human-centred design

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What is community policing?

- Will vary from one jurisdiction to another, adapt to local contexts

- Difficult to find one, clear definition of the practice

- *Trojanowicz & Bucqueroux (1990:xiii-xv): "Community policing is...a...strategy to allow community residents and police to work together in new ways to solve problems of crime, fear of crime, physical and social disorder and neighbourhood decay."*

- Stresses policing *with* and *for* the community rather than policing *of* the community

- Rationales:
  - Previous dissatisfaction with the police
  - Community can/should be involved with policing
  - Need to address problems rather than simply respond to calls

What is community policing?

- Basic principles:
  - Police officers are accessible to local residents
  - Police officers work with local residents to address crime/safety issues relevant to them
  - Police feed back about progress
  - Work towards preventing crime
  - Work towards improved relationships between the police and the public

May also include:
  - Visible foot patrol
  - Work with other public sector agencies
  - A focus on building local collective efficacy
  - Thus it is both process and product

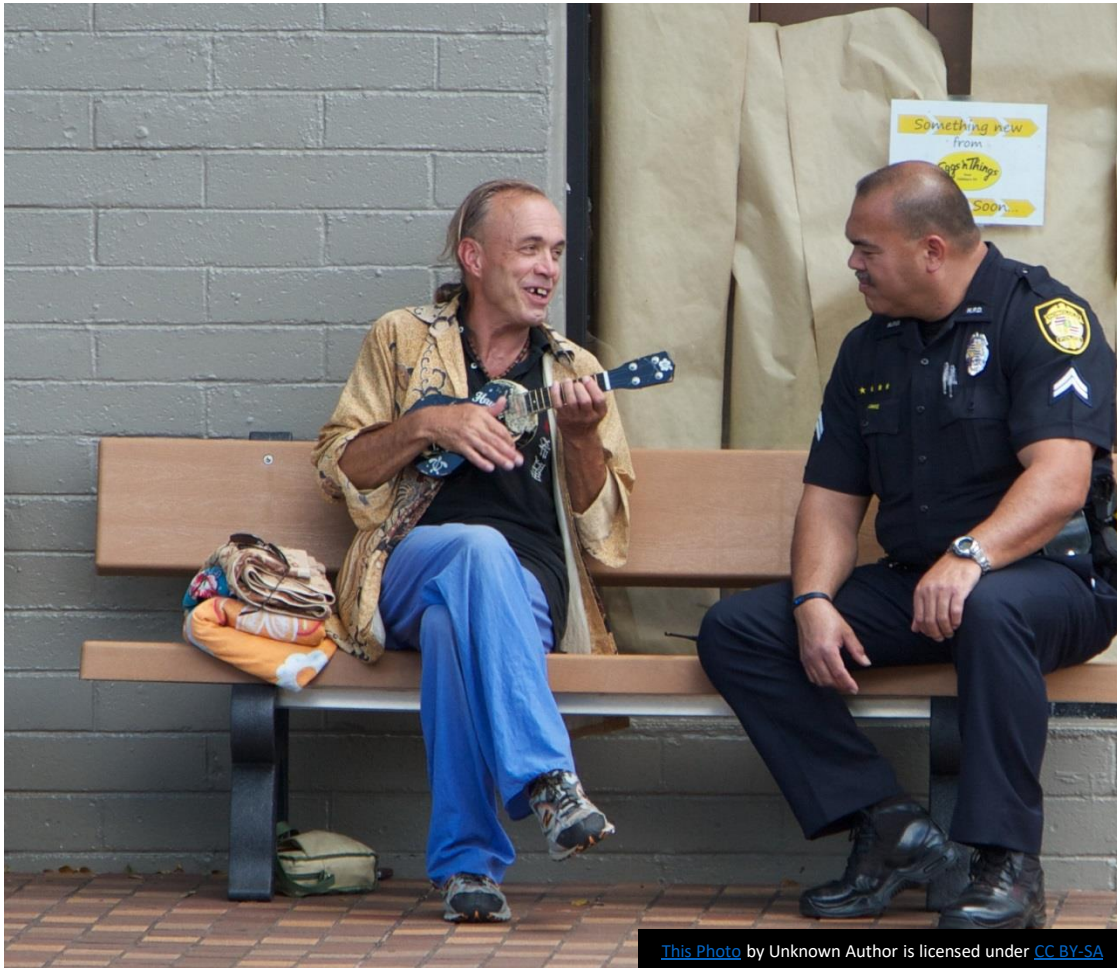This Photo by Unknown Author is licensed under CC BY-SA

Benefits of community policing

- Numerous research studies show that the public like visible foot patrol

- Can help some publics feel safer, reassured

- Police providing a social control function that many want to see

- Improve relationships between the police and the public

- Improvements in police information gathering, intelligence networks

Problems with community policing

- Difficult to define and varies considerably
- Not always well understood, easy to do badly
- Does not seem to have a direct link to crime reduction (at least not on its own)
- Based on a geographical idea of 'community'
- Presumes a community cohesion that may not exist
- Presumes that the public want to be involved in their own policing (some may already feel over-policed)
- Expensive and time-consuming: quickly dropped when other pressures are too great

Community policing in E&W, 1980s and 1990s

- Decision made to get officers out of their patrol cars

- Foot patrol reintroduced to local beat areas

- Policing a more diverse activity than previously:
    - Local beat officers (community cops)
    - Emergency response officers
    - Investigation departments
    - Traffic departments

Community policing not clearly defined though – visible patrol, get to know communities, try to build intelligence networks

Result = EPIC FAIL

Community/beat policing seen as a **punishment** or where to send **older officers before they retire** (it is not the sexy option)

Reassurance Policing in the 2000s

- **National Reassurance Policing Programme**
  - Pilot launched in 2003 by the Home Office and ACPO
  - 8 police forces and 16 trial sites
  - Based on the 'Signal Crimes' perspective of Martin Innes
    - Not everyone sees 'threats' in the same way
    - These are 'signals' that something is wrong
    - People will be fearful, change movement and lifestyle to avoid the signals, change beliefs
    - Police act on the local signals, reduce fear, improve community life, build relationships with the public
    - The signals, and thus the police response, will vary from place to place
  - The initial programme was <u>not about crime reduction</u>, but about reducing fear and improving relationships

Neighbourhood Policing 2006 - 2010

- Reassurance Policing successfully evaluated by the Home Office in 2006

- Changed to 'Neighbourhood Policing':
  - Reduction in crime added as a goal
  - 'Reassurance' could send wrong idea
  - Increase focus on geographical areas as a place of belonging

- National roll-out completed in 2008
  - Every beat area in England and Wales had a dedicated Neighbourhood Policing Team – thus was the foundation of how policing is structured
  - NPT not to be abstracted to other duties
  - NPT to get to know communities, work with partner agencies, problem-solving (prevent crime), visible foot patrol, even some co-location

Required a total commitment from the police organisation, a clear financial investment from the government, no longer vague, not a punishment

Police Community Support Officers (PCSOs)

- PCSOs created by Police Reform Bill in 2002
  - Part of Neighbourhood Policing Teams (didn't have a 'home' before NPT)
  - Civilian uniformed staff with certain limited powers (variable between forces)
  - Little to no opportunity for promotion
  - See O'Neill (2019) for a detailed study

Duties can include:
  - Visible patrol, engage with residents, 'softer side' of policing, provide reassurance, address low-level crime and ASB, problem-solving, work with partner organisations
  - No power of arrest, cannot use force
  - Free up time of warranted police officers

- 10,139 PCSOs in England and Wales (as of 31 March 2018), a drop of 40% since 2010.

Neighbourhood Policing post-2010

- The UK entered a ten-year period of 'austerity' in 2010
- Funding for policing was reduced by an overall 20% between 2010-2015
  - Police officer numbers dropped by 20,000
  - PCSO numbers dropped by 40%
  - Norfolk Police dropped the PCSO role entirely
- The 'ring-fence' for Neighbourhood Policing funding was lifted, no longer a dedicated method
- Neighbourhood/community policing in E&W now highly variable, if it exists at all

I would suggest community policing is worth protecting, even when other pressures are high

Cutting Crime Impact (CCI) - promoting continuity in Neighbourhood Policing through human-centred design

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CCI project overview

Cutting Crime Impact (CCI) is a 3-year project (started 1 October 2018) funded by the European Commission's Horizon 2020 Programme.

The CCI Consortium is coordinated by Salford University (UK) and it involves 6 Law Enforcement Agencies (LEAs) in Europe, as well as 5 research or consultancy organisations.

CCI Project aims

- To support six LEAs (including GMP) in researching and innovating practical, evidence-based tools that meet end-user needs

- **To develop four 'Prevention, Mitigation & Investigation' (PIM) Toolkits for use by LEAs and security policymakers around the following topics:**

  - *Predictive Policing*

  - ***Community Policing***

  - *Crime Prevention through Urban Design & Planning*

  - *Measuring and Mitigating Citizens' Feelings of Insecurity*

CCI Approach – Human Centred Design

- Community Policing is about building trust and confidence in policing by promoting collaborative relationships between the police and citizens. Technology driven innovation in Community Policing is not necessarily beneficial.

- The human-centred design approach involves a 'bottom-up' process in which research is conducted to understand the requirements and the needs of each LEA in a focus area, and is followed by the analysis of findings to generate insight and define solutions to the problems identified.

- This approach is human-centred because, rather than being driven by technology, it focuses on the people for whom a product is being designed, with the intent to understand their roles, their operating environment, their needs and how can they be met.

GMP research into Community Policing

- As part of the CCI project, Greater Manchester Police (GMP) undertook **"Requirements Capture Research"** research into community policing, using qualitative techniques such as shadowing, interviews and observations, to understand experiences, issues and needs of users involved in the delivery of community policing in Greater Manchester.

- Key findings were subsequently analysed and re-organised, then presented during a so called "**DesignLab**". The CCI DesignLabs bring together all CCI partners with the aim to share the knowledge gathered during their requirements capture research, and work on reframing the problems identified and generating new insight and possible solutions.

- The options which emerged from the CCI DesignLab were then reviewed and a **concept direction** for the development of the toolkit was chosen with the support of a GMP senior officer. Once this process was completed, GMP started working on the **development of a toolkit**, following iterative cycles of design and prototype testing.

THE PROBLEM...

Continuity of Neighborhood Policing – *The problem*

The current situation

- PCSOs (Police Community Support Officers) and NBOs (Neighbourhood Beat Officers) often work within the same beat for several years

- During this time, a PCSO / NBO builds key connections in their community and acquires unique knowledge of their beat area

- They know the area's people; its problems; its resources; and its dynamics — valuable information that cannot be found in official GMP documents and databases.

Continuity of Neighborhood Policing – *The problem*

The problem GMP needed to address

- When PCSOs and NBOs move to another post and leave their beat, this unique resource of knowledge and relationships leaves with them

- CCI research found that the movement of PCSOs and NBOs out of their beat can in fact be a source of frustration for communities and GMP partners

- Furthermore, this can impact negatively on citizens' trust and their perception of GMP.

Continuity of Neighborhood Policing – *The problem*

The issue of continuity emerged as one of the most pressing problems identified by stakeholders and police officers affecting the delivery of community policing.

"As a [senior GMP manager], you set the tone. But if I move on to another role, I do not know who is going to take my place and what tone he or she will set."

[Senior GMP manager, 14 June 2019]

"My biggest frustration with GMP is the staff turnover. There has to be a minimum standard to be a PCSO or NBO. GMP just sticks people in the community but maybe their attitude is counter-productive and affects negatively years and years of relationship building. We spent many years building good relationships between the community, the council and the police, and people expect that we maintain the same level of support and engagement. But if GMP keeps shifting roles around and changing things…"

[GMP partner, 18 June 2019]

Continuity of Neighborhood Policing – *The problem*

- Building trust is time consuming, and requires commitment and continuity. Community police officers and staff need to gain in-depth understanding of the people living in their area, their culture and the dynamics between groups, therefore facilitating the relationship.

- The loss of key staff means the loss of the relationship, which then has to be built again from scratch, therefore affecting reciprocity and trust between the parties

"Police talks and workshops (in schools) are all good but don't work as a long term strategy. Good relationships are what works in the long term and what really has an impact."

[Secondary school teacher, 9 September 2019]

"Some people see the police as the enemy. You need continuity and consistency. You need to build relationships. And this happens to me as a councillor. (...)I build a connection, and when there is an issue, if there is trust we can work together. And (that's how) people start to trust the police. (...) It takes a long time to build trust, but it takes so little to destroy it"

[Councillor, 30 July 2019]

THE SOLUTION…

GMP Community Connect – *The Solution*

GMP Community Connect – *The Solution*

- **GMP Community Connect** is a handover protocol for neighbourhood policing roles

- Used when an **NBO** or **PCSO** is leaving their post in their current beat

- **GMP Community Connect** will be used in the following circumstances:

  ✓ When a PCSO or NBO leaves their current beat to join another Neighbourhood Policing Team

  ✓ When a PCSO or NBO move to another police or non-police role within GMP

  ✓ When a PCSO or NBO leaves GMP

How does GMP Community Connect work?
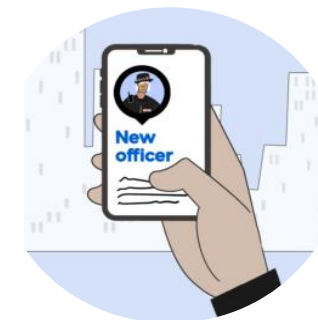
Three main components:

1. **Community Map** – This document is completed by the PCSO or NBO leaving their post, as early as possible after handing in their notice. It aims to capture the PCSO or NBO's unique knowledge of their beat

2. **Briefing Day** – This is a face-to-face meeting and walkaround involving the PCSO or NBO leaving the post and the new PCSO or NBO starting the post

3. **Social Media Handover Notification** – This explains how the handover should be communicated on relevant social media.

The Community Map

Key Relationships with local communities

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These are people you know and you think the person replacing you should meet. These contacts will help the new post holder to get a better insight into your current beat. These could be people you collaborate with, they could be intelligence sources or people who are very active in the community and have contacts with many other citizens. You do not have to include people with a formal role, as you will find another section in the Community Map dedicated to GMP partners or professional.

Examples of Key Relationships may include:

- Community leaders
- Vulnerable residents at risk of victimisation
- Ex-offenders or people at risk of offending
- People working in shops and other commercial premises
- Private security staff
- Youth centres and community centres
- Other charity workers
- Carers, support workers or other care providers
- Religious leaders

Key Relationships with local communities

Name #1

Location / availability:

Revelance for neighbourhood policing:

Name #2

Location / availability:

Revelance for neighbourhood policing:

Name #3

Location / availability:

Revelance for neighbourhood policing:

Name #4

Location / availability:

Revelance for neighbourhood policing:

Name #5

Location / availability:

Revelance for neighbourhood policing:

Key Places in the beat

Name #1

Location / availability:

Revelance for neighbourhood policing:

Name #2

Location / availability:

Revelance for neighbourhood policing:

Name #3

Location / availability:

Revelance for neighbourhood policing:

Name #4

Location / availability:

Revelance for neighbourhood policing:

Name #5

Location / availability:

Revelance for neighbourhood policing:
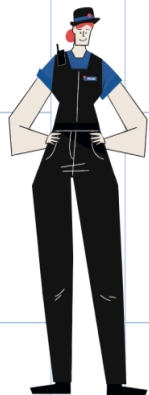
Key Places in the beat

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Key Relationships with local communities

Name #1

Location / availability:

Revelance for neighbourhood policing:

Name #2

Location / availability:

Revelance for neighbourhood policing:

Name #3

Location / availability:

Revelance for neighbourhood policing:

Name #4

Location / availability:

Revelance for neighbourhood policing:

Name #5

Location / availability:

Revelance for neighbourhood policing:

Key Places in the beat

Name #1

Location / availability:

Revelance for neighbourhood policing:

Name #2

Location / availability:

Revelance for neighbourhood policing:

Name #3

Location / availability:

Revelance for neighbourhood policing:

Name #4

Location / availability:

Revelance for neighbourhood policing:

Name #5

Location / availability:

Revelance for neighbourhood policing:

Think of a maximum of five **Key Places** within your beat where you think you should go during the walkaround. These are places that have some relevance to your community and therefore the person replacing you should be aware of. Places in your beat could be relevant for several reasons: because they are crime hotspots, meeting points, unsafe, etc.

Examples of Key Places may include:

- Local, informal meeting points for hard-to-reach groups (e.g. fruit van, public seating, etc.)
- Parks and playgrounds
- Residential estates
- Commercial venues
- Bus stops, tram stops
- Car parks.

Key Partners

These are key GMP partners or professionals with whom you have been working very closely to solve issues in your beat. Remember: this is not a directory of all GMP partners in your beat. You should only include people who you know personally, and who can give to your replacement a good overview of the state of the issues you have been working on together.

Examples of Key Partners may include:

- Housing Officers
- Community Safety Managers/Officers
- Antisocial Behaviour Case Officers
- Councillors
- Outreach and Engagement Officers
- Licensing Officers
- Environmental Health Officers
- Head teachers and school staff
- Local Authority Designated Officers
- Early Help Hubs' staff
- Children Social Care staff
- Adult Social Care staff

Comunity Map

(Filled in by Officer A)

Remember:

- Bring the Community Map to the Briefing Day and discuss it with Officer B during the Briefing meeting. Use this document to plan your joint walkaround with Officer B.

- The Community Map is about your UNIQUE knowledge of the beat. So please include info, contacts and knowledge you have personally built during the time you worked in this beat and that have helped you in your job. Other important info and key contacts are already available on the Neighbourhood Profile.

— Key Partners

Name:	Name:	Name:
Role:	Role:	Role:
Contact details:	Contact details:	Contact details:
Notes:	Notes:	Notes:
Name:	Name:	Name:
Role:	Role:	Role:
Contact details:	Contact details:	Contact details:
Notes:	Notes:	Notes:

These are people with whom you've been working closely to solve issues in your beat. Include people you know well and can provide your replacement with a good overview of the issues you've been working on together. **Examples include:**

O1 Housing Officers / O2 Community Safety Managers/officers / O3 Antisocial Behaviour Case Officers / O4 Social Workers / O5 Councillors / O6 Outreach and Engagement Officers / O7 Licensing Officers / O8 Environmental Health Officers / O9 Headteachers and school staff

Communities Priorities

Communities Priorities

Priority #1	Priority #2	Priority #3
Important notes:	Important notes:	Important notes:

These refer to important events, threats, crime, incidents or initiatives that you have been working on and that you would like the new officer in post to continue or to be aware of. For each box, identify the type of priority and any important notes.

Examples of Communities Priorities may include:

- Vulnerable people/households at risk of victimisation or offending
- Partnership/multiagency initiatives
- Problem solving initiatives or strategies
- Repeat callers
- Case management or person-centred problem solving work
- Community tensions
- Neighbour tensions and disputes
- Potential threats
- Repeat crime
- Known/dangerous offenders and "wanted" list

Examples of important notes may include:

- GMP staff involved
- Planned actions
- Upcoming events
- Previous actions and outcomes
- Relevant intelligence
- Intelligence sources
- Link to relevant website or documents

These refer to important events, threats, crime, incidents or initiatives that you have been working on and that you would like the new officer in post to continue or to be aware of. For each box, identify the type of priority and important notes (if you need more space for your notes, you will find it at page 5 of the Community Map).

Need more space?

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Notes

This section can be used by **Officer A** to record additional information **before the Briefing Day** and by **Officer B** to make notes **during the Briefing meeting.**

— Officer A

- The final 3 pages are dedicated to "Further notes".

- Please feel free to use this page to add any further information you might think will be useful to Officer B.

- This might include: relevant social media accounts, groups or pages, information about the demographics of the beat, relevant police operations, community meetings where GMP presence is expected/requested, further notes related to contacts and priorities mentioned in the Community Map.

Leaving your contact details

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— To be completed by leaving officer (Officer A)

Role:

Full name:

Collar number:

GMP email:

Remember: You can find further guidance on GMP Intranet – to find it, search **"Community Connect"**.

Please tick one of the options below:

☐ I will continue to be employed by GMP and am happy to be contacted by Officer B for the sole purpose of scheduling a Briefing Day

☐ I will no longer be employed by GMP, but am happy to be contacted by Officer B for the sole purpose of scheduling a Briefing Day at the following email address or phone number:

☐ I will no longer be employed by GMP and I would prefer not to be contacted.

- The final section of the Community Map should be completed by Officer A with their current contact details.

- Officer A may indicate whether they wish to be contacted after they have left their post in the beat by Officer B for the sole purpose of arranging a Briefing Day.

The Briefing Day
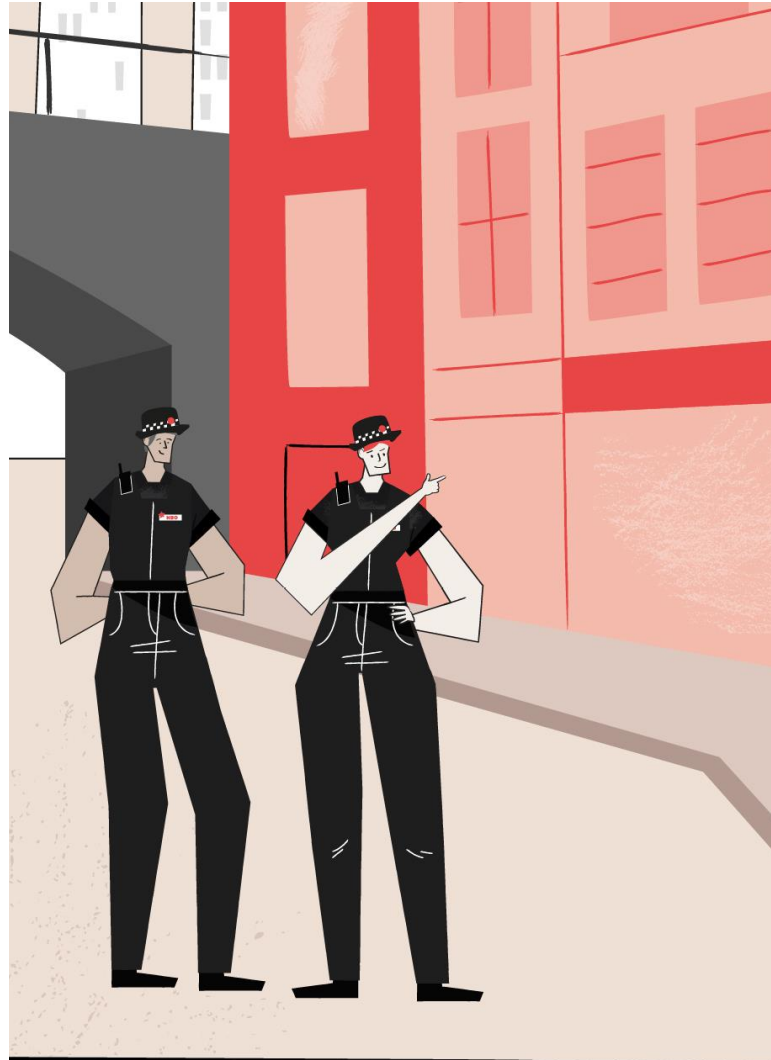
What is the Briefing Day & what is its purpose?

O1
Briefing Meeting

O2
Walkaround

O3
Debriefing Meeting

- The Briefing Day is a face-to-face meeting and walkaround involving the leaving PCSO or NBO (Officer A) and the newly appointed PCSO or NBO (Officer B).

- The purpose of the Briefing Day is to meet people with whom Officer A has built good relationships and trust. Meeting these people will ensure a smooth handover and will help to preserve important connections and information that will facilitate Officer B in their new post.

What happens after the Briefing Day?

The Protocol

Officer A fills in the **COMMUNITY MAP** (pages 2 and 3) → Officer A & Officer B attend the **BRIEFING DAY** → Officer A & Officer B use the **SOCIAL MEDIA HANDOVER NOTIFICATION** (available on GMP Intranet – search "Community Connect")

- **Officer A** should notify the handover to the communities on relevant social media using the template for leaving officers in the Social Media Handover Notification

- **Officer B** should introduce themself to the communities on relevant social media using the template for newly appointed officers in the Social Media Handover Notification.

Lessons learnt and comments

The benefits of a bottom-up, human-centred approach

Benefits of a tool developed through a human-centred, bottom-up design approach:

- Identify a problem that affect end-users of community policing, but that was not necessarily in line with GMP big priorities and agenda

- Bring this problem to the attention of GMP senior officers and leadership

- Work collaboratively with end-users, as well as consultancy agencies, designers, researchers to develop a solution that is tailored to the end-user needs

And the implementation challenges…

How do you implement a tool that was developed following a bottom-up approach within a police force?

The implementation of the tool, which is still ongoing, has met several challenges caused by intertwined organisational, cultural and circumstantial factors.

Organisational factors:

➢ High turnover of senior managers and leadership – difficult to maintain commitment and engagement, difficult to coordinate communication and action across the Force

➢ GMP redeployment practices and recruitment strategies – no protected time for handover, transient deployment of resources

➢ No system in place for tracking and quantifying movements of PCSOs and NBOs in and out their beat

And the challenges…

Cultural factors

Officers' attitude

➢ Officers' scepticism towards new practices

➢ Hierarchical mind-set

Neighbourhood policing within the police culture

➢ Within police forces, engagement with community members is not regarded as a police remit by many police officers and senior mangers (Myhill, 2012; Mastrofski et al., 2016) and therefore it is not prioritised

➢ Police performance indicators are still overly focussed on quantifiable crime-based targets, rather than on "soft", long-term targets – little incentives to improve

➢ Lack of professional status of community policing roles linked to staff turnover and staff discontinuity (Cosgrove 2016; Higgings, 2018)

And the challenges...

Circumstantial factors:

➢ Covid-19 crisis: no face-to-face engagement with officers and senior officers, increased online workload for officers, low uptake by officers during trial, difficult to engage with senior officers, managers and leadership

➢ GMP currently under great pressure due to the results of a recent inspection of HM Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) regarding the support provided to victims of crime – redefinition of priorities, increased workload for senior managers

What we have learnt so far…

➢ Covid-19 crisis confirmed that face-to-face interaction is paramount when it comes to neighbourhood policing

➢ To implement a tool you need strong leadership buy-in and commitment (bottom-up and top-down approaches need to coexist)

➢ In this case, human-centred design helped not only to identify needs that are difficult to detect, but also helped to expose the need for more systemic changes (redeployment strategies, lack of professional status of community policing roles, etc.). The impact of a good, well designed handover protocol is limited if not supported by wider changes.

Thank you!

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