



NEIGHBOURHOOD POLICING

Neighbourhood Team Guide

RIGHT PEOPLE

RIGHT PLACES

RIGHT NUMBERS





Foreword

This guide is one in a series produced by the Association of Chief Police Officers and National Centre for Policing Excellence, designed to assist police and partners in delivering Neighbourhood Policing – identifying and addressing neighbourhood priorities, improving engagement and delivering safer neighbourhoods where people are confident that police and partners are working with them to deal with the issues that really matter to them.

Most people believe that crime is rising and too many feel increasingly insecure in their neighbourhoods. This is despite consistent falls in the overall level of crime in the last ten years.

There is a clear need to address this sense of insecurity and improve the confidence people have in the police, partners and the criminal justice system. By working with local authorities and other partners we will deal with the issues that affect their safety and confidence. These issues can often be different from those to which the police currently devote the vast majority of their efforts.

The Reassurance Policing and Community Cohesion programmes provided strong and conclusive evidence that Neighbourhood Policing addresses community priorities, improves confidence and makes neighbourhoods both feel safe and genuinely be safer.

“Building Communities, Beating Crime” provided a vision of a police service that is both accessible and responsive to the needs of the citizen. “Neighbourhood Policing – Your Police, Your Community, Our Commitment” sets out the plans to deliver a neighbourhood policing team in every area by 2008, supported by funding to provide up to 24,000 PCSOs. This guide will assist in making the vision and plans a reality.

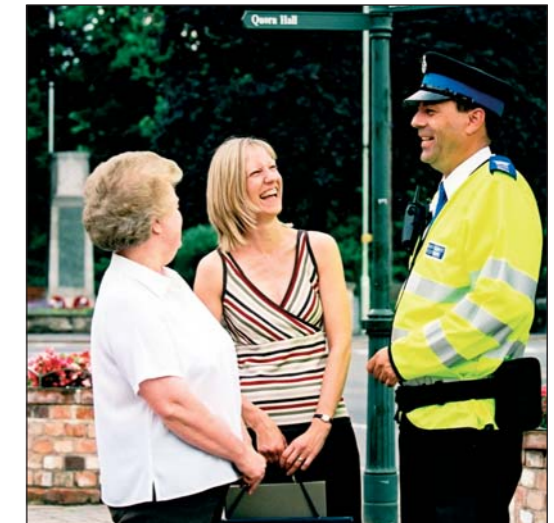


Introduction

Neighbourhood Policing – seeing through the eyes of the citizen

Working in partnership to reduce crime has helped to make our neighbourhoods safer. Every British Crime Survey since 1997 has shown a drop in overall crime. This achievement will help us to meet the next challenge of ensuring public confidence and sense of security.

Despite reductions in overall crime, some disorders and criminal offences generate fear and insecurity, and can change the way that people go about their daily lives. People pick up these signals in their environment that make them think or feel differently about their neighbourhood, and this may lead to anxiety, fear and changes in behaviour in order to protect themselves.



The public's sense of safety and their confidence in the police are as important as reducing crime and disorder. With our partners we need to work with communities not only to make neighbourhoods safe, but to make them feel safe too. Here, the citizen's perspective matters more than any other. To really understand neighbourhoods and the issues that concern local people we must see the world through their eyes. This is critical in relation to hard to reach/hear groups so that no group is inadvertently excluded. To do this we need to listen - really listen to the people who live with the problems - understand, act and feed back.

This guide explains the pivotal role of Neighbourhood Policing within community safety. But Neighbourhood Policing cannot happen in isolation. The purpose of this guide is to focus on how we actively engage with communities to achieve neighbourhoods which feel safe. It has to be done in partnership. There will be a further guide on how to do partnership working effectively.



This guide is not based on intuition but on hard **evidence** from three recent programmes:

- National Reassurance Policing Programme
- Safer Communities
- Policing Priority Areas

In particular, the evidence is compelling that a small proportion of local disorder and problems disproportionately affects public confidence and feelings of safety. A core aim of Neighbourhood Policing is therefore to engage with local people to identify and tackle such issues.



We can achieve this if we provide communities with:

- **Access** - to policing or community safety services through a named point of contact
- **Influence** - over community safety priorities in their neighbourhood
- **Interventions** - joint action with communities and partners to solve problems
- **Answers** - sustainable solutions to problems and feed back on results

These four elements cannot be seen in isolation from each other. The guide explains how each reinforces the others to bring about real changes in our neighbourhoods.

Public confidence is essential to the legitimate operation of policing, which is why the Neighbourhood Policing aims of increasing public confidence, promoting public safety and reducing crime and disorder must be geared to the local context and the concerns of local communities.

Policing Performance Assessment Framework

There are currently under the Policing Performance Assessment Framework (PPAF) a range of statutory performance indicators (SPIs) and key diagnostic indicators (KDIs) that measure how effectively the police use their resources and their operational effectiveness in reducing crime, investigating crime, promoting public safety and providing assistance. Other areas measured under the citizen focus domain that will impact on Neighbourhood Policing performance delivery are public confidence, user satisfaction and fairness and equality.

There are two questions for Basic Command Units (BCUs) to keep in mind to measure the success of Neighbourhood Policing:

- 1. Do communities have confidence that we understand the issues that matter to them?**
- 2. Do communities have confidence that we are dealing with the issues that matter to them?**

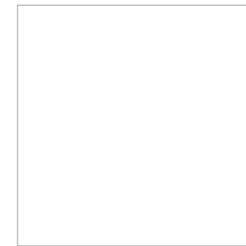
At present these two indicators are measured in the British Crime Survey at a force level. Mechanisms may need to be put in place to measure these at a more local level, for example using Police Authorities' public opinion surveys.



Access

ACCESS to policing or community safety services through a named point of contact

- Visibility alone is not enough
- Communities want accessible, knowledgeable and locally known policing
- Building trust and confidence requires continuity
- Different communities will need different forms of access to our services



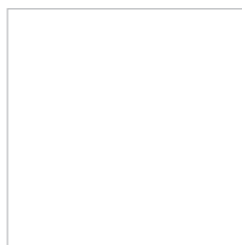


Police led Neighbourhood Teams

The Neighbourhood Team should be dedicated to a specific geographic area and locally accountable. Team members need to be visible, accessible, locally known, and knowledgeable. They must be able to exercise visible control and be competent in analysing intelligence and problem solving.

A team should include Constables, Police Community Support Officers and Special Constables, working closely with a range of individuals from partner organisations. Examples include local ward councillors, wardens, housing managers, youth workers, private security, Neighbourhood Watch groups and other voluntary organisations. Police team members should be kept in place as far as possible and not unreasonably moved to other duties such as emergency response and routine crime investigation. There should be a strong team identity with members who are selected and trained as Neighbourhood Policing specialists. Close working relationships with partners and communities are essential to the effective delivery of Neighbourhood Policing.

Neighbourhood Teams should be supported by police commanders, local managers and, where possible, analysts and communications experts. Neighbourhood Policing can improve performance across police and partner organisations and deserves investment.



The role of the Neighbourhood Team

The work already carried out in neighbourhoods has identified a number of key elements in the role of the Team. These are summarised below;

Understand neighbourhoods

Profiling and research is essential to understand the diverse communities within a given neighbourhood. Different communities in the same neighbourhood will have differing safety concerns and some may have been overlooked in the past.

Engage communities

There is a need to ensure local people know how to contact the team. The team should involve and work collaboratively with local communities to identify their safety concerns and where appropriate decide solutions in partnership. A range of approaches may be needed and new technology (e.g. using email or discussion forums) may help.

Agree neighbourhood priorities

The team needs processes (for example, street meetings or neighbourhood panels) for working with local communities to agree the top priorities for action. The best method is the one that is most suited to local circumstances.

Coordinate action with partners

Neighbourhood Teams should build close ties with key responsible authorities and involve the community and partners, in order to drive joint responses to the agreed priority issues.

Intervene and enforce

Communities expect the police and other responsible authorities to deal with the most difficult individuals and the causes of crime and disorder, and to demonstrate visible control through measures such as anti-social behaviour orders and arrests.

Communicate and publicise success

Communities need to know that the police understand their problems and are doing something about them. Telling people what we are doing and publicising our successes increases their confidence in local policing and in their own ability to influence change.

ACCESS: Key Points

- The Neighbourhood Team must be dedicated to a specific geographic area, well-known and locally accountable. They must be able to exercise visible control.
- Close working relationships with partners and with local people are essential.
- Team members should be kept in place, trained as specialists and able to draw on a range of police support and resources as needed.



Key Points

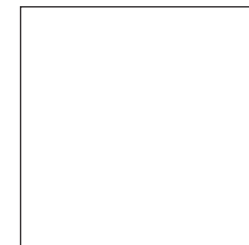




Influence

INFLUENCE over community safety priorities in their neighbourhood

- Some policing activities are not negotiable - communities expect to be protected from burglary and violence
- But some crimes and disorders have more effect on feelings of safety than others
- We cannot assume that we know what concerns people
- Enabling communities, including minority communities and hard to reach/hear groups, to make choices for Neighbourhood Policing priorities about the issues that affect them and increases their confidence



Seeing the neighbourhood through the eyes of the citizen

Recent work on ‘signal crimes’ enables us to see problems through the eyes of the citizen. Research tells us that crimes such as burglary and robbery lead people to draw conclusions about the security of their neighbourhood. But because relatively few people are directly affected by more serious crimes, most people’s concerns about neighbourhood security are triggered by issues such as anti-social behaviour, incivilities and minor disorder. These issues - often unrecorded and viewed in traditional policing terms as trivial - can have more impact on local feelings of safety than the actual level of recorded or serious crime in the neighbourhood.



Effective engagement with communities is critical in order to identify which crimes and disorders are causing most concern, to monitor public opinion, to exchange information and to create an atmosphere of mutual trust and cooperation. Communities should be involved directly in identifying the issues which are of most concern to them and, if possible and appropriate, helping to deliver solutions. However, teams should recognise that engagement is not always easy. Some minority communities and hard-to-reach/hear groups will require different approaches to gain their trust and confidence. In some neighbourhoods, for example, the team may need to work at first through key individuals such as representatives from a local residents association, Neighbourhood Watch group, faith group, outreach team or youth group. Local partners and community organisations can often help find effective ways to involve minority or vulnerable groups.

An important first step towards developing a proper engagement plan is to find out what mechanisms for public participation already exist locally. Quite often other partners or voluntary organisations have systems in place to consult on, survey or monitor local people’s concerns. Useful tools to help identify priority issues include neighbourhood panels, environmental visual audits (or patch walks to highlight problem locations) and street briefings. Visit www.communityengagement.police.uk for extensive information on principles and methods for engaging communities and a database of practical examples.



PC Steve Benson Blackpool

“When I started working on this estate I honestly believed that their priorities would be the same as our priorities. And they are not. You cannot assume to know what frightens people.”



Signal crimes

At the heart of ‘signal crimes’ is the idea that some disorderly and criminal incidents are interpreted by people as warning signals about the level of safety and security in a neighbourhood. Such incidents can have a disproportionate effect on individuals’ perception of their safety.

There are six key elements to the role of the Neighbourhood Team which will assist in addressing the disproportionate effect on people’s perception:

- Understand neighbourhoods
- Engage communities
- Agree neighbourhood priorities
- Co-ordinate action with partners
- Intervene and enforce
- Communicate and publicise success.

Building trust and confidence

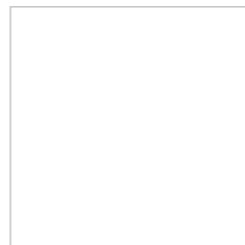
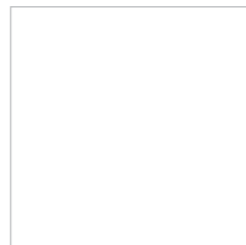
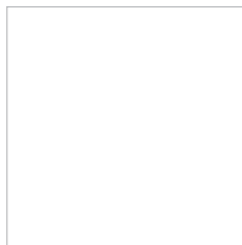
Work with the community to identify key concerns

Identifying and dealing with problems in partnership with the community gives Neighbourhood Teams the chance not only to make a difference to a specific problem but also to show that we can be trusted to tackle the issues that most concern local people.

Community expectations are often difficult to manage, but the process of focusing on priorities that have been chosen by local people, taking positive action in partnership with them and feeding back on progress direct to the community helps to build trust and confidence in policing.

Improve quality of contact

Research has shown that the more contact people have with the police, the more their satisfaction with us tends to drop. This clearly needs to change. The service people get when they have contact with local police tends to shape their view of authority. It directly affects their confidence in policing overall and in the wider criminal justice system. We need to consider the quality of all our services: how we answer calls, respond to emergencies, deal with people over the counter, investigate crimes and solve problems. The public's experiences - good and bad - will be communicated to friends, neighbours, relatives and colleagues and can have a significant impact in shaping public confidence in the Neighbourhood Team.



Listen

There are some simple 'LISTEN' principles that can be applied to every contact – and they work!

- **Listen** to people in the community and take their concerns seriously
- **Inspire confidence** and help people feel secure
- **Support with information** - give contact details and tell people what is happening locally
- **Take ownership** - tell people what you can do to help solve the problem, make realistic promises
- **Explain** what the team can and can't do, and the next steps
- **Notify people** of action agreed, progress and the final outcomes



Use a systematic approach to problem solving

Neighbourhood Policing aims to involve communities in a systematic way in identifying issues, agreeing priorities and taking action. This systematic process helps to build communities' confidence in the police's ability to understand and deal with the issues that most concern them.

Summary of Neighbourhood Policing Strategy

| ACCESS | | INFLUENCE | INTERVENTION | ANSWERS | |
|--|---|--|--|--|--|
| Prepare the ground | Engage communities | Build networks Agree priorities | Neighbourhood action | Strategic plan and action | Review progress and feedback |
| <p>Are our partnerships effective?</p> <p>What do we know already?</p> <p>What do we need to know?</p> | <p>Can the police engage directly?</p> <p>Do we need to work through intermediaries?</p> <p>Have we covered minority, hard to reach/hear or vulnerable groups?</p> <p>What are the signal crimes and disorders?</p> | <p>Which signals matter most to communities?</p> <p>What are the root causes?</p> <p>Who are the people and partners that can contribute to solutions?</p> | <p>What can we realistically achieve and how?</p> <p>Which issues can we target immediately?</p> <p>Who will do what?</p> <p>Which issues need more or specialist resources?</p> | <p>What strategic resources can we allocate to managing neighbourhoods?</p> <p>How can we work with partners and communities in the long term?</p> | <p>What differences have we made?</p> <p>Have people noticed?</p> <p>Have we communicated progress?</p> <p>Do people feel safer?</p> |
| Do communities have confidence that we understand the issues that matter to them? | | | Do communities have confidence that we are dealing with the issues that matter to them? | | |
| SCAN | | ANALYSE | RESPOND | ASSESS | |

INFLUENCE: Key Points

- The first principle is to listen to local people who live with the problems and not to assume that we know what concerns them.
- Most people's concerns about neighbourhood security are driven by anti-social behaviour, incivilities and minor disorder - issues often overlooked in traditional policing terms.
- These crimes and disorders can have more impact on a community's sense of safety than the actual level of crime in the neighbourhood.
- Involving local people is essential to identify crimes and disorders which concern them most.
- Useful methods to engage local people include door to door visits, surveys and public meetings. In some neighbourhoods, working through a trusted intermediary may be necessary to involve minority or hard to reach/hear groups. In some areas it may be possible to use existing mechanisms such as Tenants and Residents Associations and Neighbourhood Watch.
- Tackling priority issues chosen by local people and keeping them informed of progress helps to build community trust and confidence in policing.
- The quality of service that people get when they have contact with the local police shapes their overall view of policing and the criminal justice system. Improving the public's experience of contact with the police is essential to increase community confidence in policing.
- Neighbourhood Policing is built on a systematic approach to problem solving which enables communities to choose the priorities for action and builds their confidence that they can influence safety in their neighbourhood.

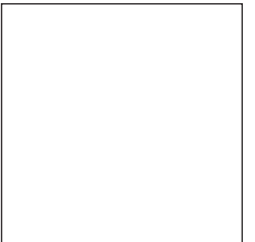




Interventions

INTERVENTIONS - joint action with communities and partners to solve problems

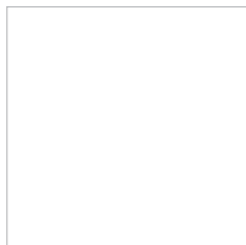
- We must be seen to be robust in tackling community concerns
- Effective problem solving is essential to make a visible difference
- Problems often need a mix of interventions - team members can contribute in different ways
- Community owned solutions are more sustainable



Taking control in neighbourhoods

Simply identifying priority concerns is not enough. Visible control of identified problems requires action. The most appropriate actions or interventions will be identified through effective problem solving processes. In particular, Neighbourhood Teams should explore how the police, partners and communities can contribute to the four key areas of enforcement, intelligence, prevention and communication.

It is useful to think of three broad types of intervention.



1. Negotiate and support

We need to be seen to take visible control of the issues that are causing local concern. Be positive and take action:

- engage, negotiate with and challenge the people responsible (e.g. ask them face-to-face to stop or modify certain behaviour, or send a standard warning letter about a juvenile)
- find out whether individuals need support from other partners to help them to change.

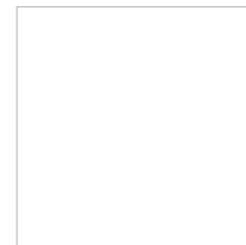
The intervention should be quick, simple and direct. This most basic approach will sometimes solve problems quickly, easily and without having to refer the issue to a formal multi-partner action group. Intelligence gained from early intervention may also help in targeting a wider neighbourhood priority issue.

2. Warn and clean up

The second type of intervention is more formal:

- firm policing tactics such as the targeted use of stop and search or fixed penalty notices in order to moderate and change behaviour by offenders
- use of legal processes such as notice of eviction following breach of tenancy agreement to secure compliance from troublesome tenants
- cleaning or other remedial action where graffiti or litter has been a problem.

The aim is to get control by threatening the use of full legal powers. A local media campaign aimed at warning offenders against repetition and the consequences can be used here.



3. Make full use of powers

This level of intervention is needed when individuals do not comply: there is likely to be a history of previous neighbourhood interventions. The final group of interventions draws on enforcement powers across all agencies:

- direct action by police under the criminal law, formal surveillance and arrest operations, and civil remedies such as eviction, injunctions and ASBOs
- linking of community-based sentences such as reparation and payback schemes to locally identified problems.

Emerging lessons up and down the country show that communities benefit significantly from this reparation measure. So, for example, targeting community service hours on an area suffering from physical damage would be seen by communities as a natural and appropriate judicial intervention.

Using a wide range of interventions and resources for maximum impact

Communities expect to see Neighbourhood Teams making interventions of all types to deal with physical and social disorder. Quite often teams will need to work with partners to deliver a range of interventions.

For the police, the core duties of the Constable on the team will be the use of enforcement against offenders. Police Community Support Officers are more effective at the negotiation and warning stages; local authority wardens may take a lead on environmental issues; a housing manager might lead on troublesome tenants. The more diverse the team, the wider the potential range of interventions.

In terms of building trust and confidence, never underestimate the power visible action makes to what was previously seen as an intractable problem, or 'no go' area. Communities are more willing to actively co-operate once they see that we are serious about dealing with their concerns.

Experience has shown that when we engage with communities, police and partners will uncover a host of issues that we were previously unaware of, or chose to ignore. There will always be wider issues that require additional or specialist resources in order to achieve a successful resolution. Neighbourhood problems can be linked to serious or organised crime, so use of the National Intelligence Model is essential.

It is increasingly apparent that a joint tasking group, bringing together key partners to take action against locally identified priorities, is the only effective means of achieving lasting, long-term control.

INTERVENTIONS: Key Points

- **The most appropriate actions or interventions will be identified through effective problem solving processes.**
- **Think in terms of three types of intervention:**
 1. Negotiate and support - challenge the people responsible and get support from other agencies if they need help to change. Sometimes quick, simple and direct intervention can solve the problem without the need for further action.
 2. Warn and clean up - use of firm policing tactics such as stop and search, and legal processes such as notice of eviction, in order to moderate or change behaviour. Cleaning or remedial action where graffiti or litter is a problem.
 3. Make full use of powers - when individuals do not comply, draw on enforcement powers across all partners. Communities benefit when community sentencing links reparation or payback schemes to locally identified problems.
- **The more diverse the Neighbourhood Team, the wider the potential range of interventions.**
- **Making a visible difference to an intractable problem is very powerful in building public confidence and willingness to co-operate.**
- **A joint tasking group which brings together key partners to take action on community safety priorities is essential to give the team access to wider resources and to build lasting, long-term solutions and control.**

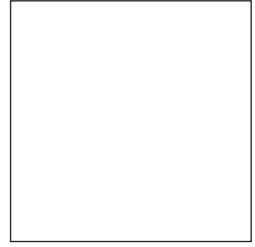
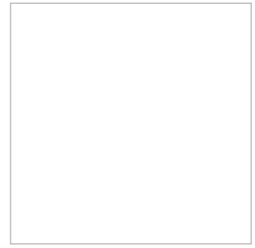




Answers

ANSWERS - sustainable solutions to problems and feed back on results

- Neighbourhood Policing improves performance
- Keeping promises and feeding back are vital
- Communities decide on success
- Communication is integral to this success



What does success look like?

Historically, success in policing terms has been measured by meeting targets for crime reduction and detection rates. Neighbourhood Team managers now also need to consider personal performance for team members in the following areas.



Community awareness

How well do you understand your local community and the concerns of those who live there? Do residents and key community members know who you are and how to contact you? How do you plan your patrol to ensure being in the right place at the right time? Every contact you make within your community leaves a trace and is an opportunity to build relationships.

Community priorities

Have community priorities been identified? What and where are they? How many of these priorities have been resolved to the satisfaction of the community and by what method? Who contributed? How well do you work with your partners to deliver community priorities?

Community impact

Are you making any difference within the neighbourhood? Do people feel safer? Why?

Communication and feedback

Success in neighbourhood terms is about listening and effectively responding to the concerns of local people. Part of an effective response is making the Neighbourhood Team visible to the wider public and to key opinion formers in the local community. If the police and partners are to provide a sense of security they must actively sell the safety message in order to balance the routine reporting of crime and disorder in the media.

A range of communication methods will be needed, depending on the message and on the audience.



Use the media

Build up good working relationships with local journalists and editors. Issue regular joint press releases with other partners to press home the message that there is visible control and good management of the issues that concern local people

Tell people in person

Sell the message of success in person at every opportunity including public meetings or local surgeries, and through informal contact with people on the street and in public places.

Use focal points in the community

Focal points for publicising success could be Post Office counters, local shopkeepers, doctors' surgery receptionists, mother and toddler groups, faith groups, schools, Neighbourhood Watch groups, colleges, licensed premises and local councillors.

Involve local people in action and identify community networks

Consider involving community representatives in some enforcement action, such as 'speed-watch' initiatives and the routine inspection of licensed premises. This will also help the team to identify and engage with individual networks in the community.

Tell people even when something hasn't worked

The underlying principle in selling success is to communicate with a purpose, taking into account the audience and the local context. The purpose of feedback is to keep communities informed and involved. This builds trust and confidence which in turn increases future community co-operation and participation. Feedback involves telling people what has happened even if it has been unsuccessful. Local people can understand that some things don't work and will appreciate honest and open communication. They will lose confidence if they are not told anything at all.



Keep up a visible presence

Sustained presence in a neighbourhood is essential to build trusting relationships. The best indicator of success is that communities know their Neighbourhood Teams. The idea of leaving a visible 'footprint' in neighbourhoods has proved very effective. Useful steps to achieve this are:

- distribute and display posters or leaflets about the team and check them at least monthly
- consider using advertising boards at shops and post offices, and public notice boards at community centres and other public buildings
- make sure there is a display of good quality information in police buildings
- update information on websites regularly
- keep up routine contact with key opinion formers in different communities
- individual team members should consider developing patrol plans that focus on key locations within the neighbourhood where enforcement, preventative, intelligence gathering or engagement work is needed.

ANSWERS: Key Points

- **To succeed in police terms, Neighbourhood Team managers need to consider team members' performance in the following areas:**

1. making sure all local communities are fully aware of the Neighbourhood Team
2. listening to and dealing with community priorities
3. working with partners to address community concerns
4. making an impact on local people's sense of safety.

- **To succeed in neighbourhood terms, the Team needs to routinely feed back information about action taken and its outcomes to the local community.**

- **The Team must make itself visible to key opinion formers in the community, publicise its successes to local people and actively sell the safety message at every opportunity:**

1. use the local media
2. tell people in person
3. use focal points in the community (e.g. post offices, mother and toddler groups)
4. involve local people in action and identify their community networks
5. tell people even when something hasn't worked – they will appreciate openness
6. keep up a visible presence - use a range of communication methods to leave a visible 'footprint' (regular posters, leaflets, face to face contact, targeting of key locations).



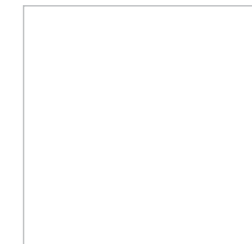


To Sum Up...

Applying the four elements in this guide will help Neighbourhood Teams to achieve the goal of confident and secure neighbourhoods. Neighbourhood Policing is about building confidence in communities; confidence that the police understand and are dealing with the issues that matter to them, and confidence that they themselves can influence and, where appropriate, participate in addressing the issue.



Confidence in policing is essential. It provides the legitimacy and public support needed to act in preventing crime and bringing offenders to justice.



Success through the eyes of the citizen

| NATIONAL PERFORMANCE INDICATORS | | NEIGHBOURHOOD TEAM | SUPPORTING THE TEAM | |
|--|----------------------|---|--|---|
| | | | BCU | COMMUNITY SAFETY PARTNERSHIP |
| Do communities have confidence that we understand the issues that matter to them? | Access | Do citizens know who is responsible for their area and how to contact them? | Are teams long term, dedicated and not abstracted? | Are teams promoted at every opportunity? |
| | Influence | Do citizens know how to influence priorities for their area? | Are systems in place to support priority setting? | Are priorities coordinated across partners? |
| Do communities have confidence that we are dealing with the issues that matter to them? | Interventions | Do citizens take part in solving problems? | Are teams supported by additional or specialist resources? | Are longer term plans in place to prevent reoccurrences? |
| | Answers | Do citizens notice a visible difference? | Are performance measures in place for Neighbourhood Teams? | Are joint planning processes in place for neighbourhoods? |





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Web: www.neighbourhoodpolicing.co.uk

Tel: 020 7217 8434