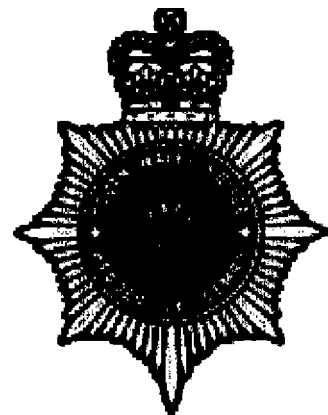# 'A' DIVISION, MERTHYR TYDFIL

Intelligence Led Operational Policing Model

PROJECT 'CAPRICORN'

South Wales Police

TILLEY AWARD -BID

PROJECT 'CAPRICORN'

SOUTH WALES POLICE

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PROJECT 'CAPRICORN'

AN INTELLIGENCE LEDOPERATIONAL POLICING MODEL

1.   INTRODUCTION

1.1   'A' Division faced increasing demands and community expectations. The responsibility for Community Safety was recognised as no longer solely a police issue. These factors combined to present 'A' Division with a formidable policing challenge if it was to continue its downward trend in Crime & Disorder Reduction.   It was recognised that to overcome this challenge, change was needed which affected the core of its work.

1.2   To be more effective 'A' Division had to raise its game to improve the way it worked, both within the division and in partnership with the Community and other agencies. To achieve this 'A' Division focused on building upon an already sound foundation it had established with its partners.

1.3   Whilst our response and enforcement duties remained key, it was identified there was also a need to place greater emphasis on preventing and reducing incidents, through effective alliances, which tackled the underlying courses of the problems in our community by adopting an Intelligence Led Approach to all our activities.

1.4   This project included national developments in legislation, research and good practice and is designed to meet local needs.

1.5   Project "Capricorn" provides a framework by setting out:
- Our operational policing aims
- Our policing style which have the following five elements:
    Intelligence Led/supported
    Problem Solving
    Community Focused
    Effective Partnerships
    Performance Led

1.6 **It was recognised that much of our work was dependent on two key factors:**

- **Our response to the public, too often being called to deal with the same problems at the same locations and involving the same people**
- **How we managed intelligence so that we could effectively deal with the small number of persistent offenders committing the greater amount of problems in the community.**

1.7 **Through the introduction of the model we managed to change the organisational infrastructure so that it increased our capacity to achieve our aims.**

1.8 **The integration of policing effort was a crucial element. Each individual role within the model had a vital part to play in helping achieve our aims. Through working together *in a* co-ordinated *way a far greater* impact *on the* quality of life and safety of those in the community become a realistic goal.**

2. OUR OBJECTIVES

2.1 To continue to deliver a response in the traditional areas and pursue a greater emphasis on the reduction of crime disorder and anti-social behaviour, through the application of an Intelligence Led Problem Orientated Approach.

2.2 Community And Race Relations

Provide a high quality service acknowledging the diverse and varying needs of the communities we serve and being committed to working in partnership with anyone who can help make 'A' Division a safer place.

2.3 Patrol

Protect, help and reassure the community by providing an approachable and visible police presence, whether on foot or mobile, which is targeted and intelligence led.

2.4 Public Order

Keep the peace by preventing and responding to conditions and events that threaten the stability of our community and which may lead to a breakdown of public order.

2.5 Crime

Make the appropriate response to reports of crime, its prevention, reduction and reducing the public's fear of crime and criminality.

Ensure that there are no barriers which isolate any of these areas of work. Through integration of our efforts and our staff will share responsibility to achieve our common aims which are to:

   Prevent and respond in the most effective way to crime/disorder/anti-social behaviour and any fears they generate
▪ Help create an environment in which people are safe.

3. DEFINING THE PROBLEM

3.1   **An examination revealed that both actioning intelligence and problem solving was practised in an ad-hoc fashion. There were no effective processes or structures that supported a systematic approach to dealing with policing problems. Intelligence obtained by some officers was incapable of being acted upon due to resource implications while individuals engaged in problem solving were frequently frustrated by similar organisational difficulties. Those frustrations were the symptoms of the underlying cause, which was an organisational infrastructure in the division which did not support the dynamic actioning of intelligence and problem solving.**

3.2   **The first stage was to establish a project team with a wide range of operational and departmental experience. This team was of mixed rank under the Divisional Commander who reported directly to two Assistant Chief Constables (Crime & Uniform Operations).**

3.3   **In defining the extent and scope of the probhPnlhe following research was conducted:**

> **Visits to other divisions within the force area**
> **Consultation with other police forces**
- **PRCU papers**
  > **9 Not Rocket *Science'*.**
    - ➢ **Brit Pop 1&2**
- **Meetings with other force project teams**
- **Working in related areas**
- **HMIC action plans from**
    - ➢ **Policing with Intelligence**
    - ➢ **'Beating Crime'**
  > **9 'Calling Time on Crime'**
  > **9 Winning the Race Revisited**
    - ➢ **HMIC Force & BCU Pilot Inspection**
- **National Intelligence Model (NIM)**
- **Audit Commission 'Tackling Patrol Effectively'**

3.4   **The research highlighted areas for development:**
- **Ineffective briefing and debriefing of staff**
- **Undirected Patrol Activity**
- **Lack of understanding of the intelligence process**
  Limited problem solving, not identifying the root causes
- **Priority for detection *over* reduction**
  Lack of time for operational officers
  Limited level of accountability for performance
- **Uncoordinated activity between Police and some partners**
- **Tendency for crime to take priority over wider issues**
- **Difficulty in actioning intelligence inputs**

4.   HOW DID WE DEAL WITH THE PROBLEM?

4.1   From our analysis it became clear that a number of fundamental changes were required to organisational structure and processes. The first stage was to write a strategic document outlining in detail what we wanted to achieve.

4.2   This document was written setting out a vision of future policing in the division. It focused on the integration of all functions of policing and provided a framework for action by laying out:

- ■ **The project aims/objectives**
- ■ **The Divisions policing style**

4.3   The policing style has five district principles upon which our efforts were focused:

■ **Intelligence Led**
That all officers and support staff recognise the importance of gathering and developing intelligence.   Intelligence informs the problem solving.   Through briefings and debriefings staff are fully informed.

■ **Problem Solving**
There is recognised processes to identify problems that can be researched to establish the underlying causes,   Resources can then be allocated activity to address causes and assess the impact.

■ **Community Focused**
There is an enhanced role and status for community beat officers which gives them a geographic or community based responsibility. Encouragement is given to the involvement of local partnerships to deal with community issues.

■ **Effective Partnerships**
Focuses is given to eliminate duplication of effort by working in an integrated way both internally and externally with the community and agencies. Partners should be encouraged to recognise their responsibilities in dealing with policing problems.

■ **Performance Led**
The provision of recognised structures and processes at all levels of operational policing that provide direction and co-ordination with leaderships and accountability.

4.4   The next stage was to devise a methodology to implement the model of policing. Options were considered which ranged from a selection of BCD's across the force to act as pilot sites testing its principles.   Whilst there was confidence in the extensive scanning and analysis undertaken it was felt one BCU should undertake the project while other BCU's tested aspects of the principles.

4.5   The site for Project 'Capricorn' focused on the 8CU that had initiated the project.   The Merthyr BCU is the smallest in the South Wales Police and whilst it had shown yearly reduction in most crime areas, the challenge was to continue this trend. The project ran for 12 months from April 2000 to March 2001.

5.   PROJECT 'CAPRICORN' IMPLEMENTATION PLAN

5.1   The findings of 3.3 were fully considered during Project 'Capricorn'. This allowed flexibility to test the changes and how we adopted them, including what support was required.

5.2   Performance in reducing key crimes improved during Project 'Capricorn' (See Appendix 1).

5.3   At the end of project an evaluation was conducted. These evaluation findings informed the rest of the force BCU.

5.4   To support the implementation of Project 'Capricorn' throughout the BCU, a project plan was written. A small implementation team was formed that represented a cross section of police experience.

5.5   The implementation was supervised by the Divisional Commander who with the Deputy Divisional Commander took on the role of project board.

5.6   The project was not given a budget and all changes to the infrastructure were made with existing resources.

6. BCU CHANGES TO THE ORGANISATIONAL INFRASTRUCTURE

6.1 Intelligence Led Operational Policing Model

6.2 To establish an effective Intelligence Led Operational Policing Model it required we made specific changes to the following

6.3 Creation Of A Dedicated Source Unit

6.4 It was recognised that both information and intelligence is the life blood of policing, this needed to be both protected and intelligently used.

6.5 This unit was to become the hub of policing activity on the division. Its core functions included:

- *Problem Solving Scanning -* Providing a capability to identify and research problems through the review of data and information sources.
- *Problem Solving Analysis -* Providing a capability to identify common factors and underlying causes of problems.
- *Problem Solving Response -* Providing a capability to develop strategies and tactics to address problem triggers.
  Assessment - Providing a capability whereby a review of problems and action taken so as to assess success or otherwise. Identifying financial and best/bad practice.
- The briefing and debriefing of staff.
- Providing support to the Community Action Team (New Team).
- Providing support to the Tasking and Co-Ordinating Group.
- Providing local management information .
- Providing intelligence packages to the Tactical Arrest Team.
- Marketing the Intelligence Led Operational Policing Models principles.

6.6 This change resulted in an increased range of functions which affected all aspects of operational policing. The challenge to the project was on the equal emphasis that needed to be placed on Intelligence Led Policing and the Community Based Policing Structure devised through the introduction of the Community Action Team. This required a change in working practices and it became necessary for more direction and supervision of both the staff and work undertaken in the Unit.

6.7 It became necessary to implement a new supervisory structure and new posts .

An uniform Inspector was appointed to oversee the Unit and the resource implications for facilitating the Tactical Arrest Team and Interview Teams operating as part of the model.

6.8   A Detective Sergeant remained but with a changing role. This officer became the Intelligence Co-Ordinator with responsibility for intelligence acquisition, development, dissemination and security.   This officer also played a crucial role in the evaluation of Problem Solving Packages taken before the Tasking and Co-Ordinating Group.

6.9   The Intelligence Led Operational Policing Model Structure and roles of staff are outlined at Appendix 2.

The existing job descriptions lacked detail and focus.   Clear roles and responsibilities were written for all staff within the model and supported the core functions of the Unit, with a distinct emphasis placed on the importance of a problem solving approach.

7.   INTELLIGENCE LED PROBLEM SOLVING APPROACH

7.1   The I.L.O.P.M. delivered new methods of working to the division. One of these was the adoption of a formal model of problem solving.

72   Building upon the experiences of other forces one particular model emerged.   The SARA model of problem solving provided a systematic and rigorous method of dealing with all types of operational incidents.

7.3   In order to adopt such. a model the division required a change in the way it approached operational policing.   This required operational officers to alter their behaviour.   For this to be successful support of all levels of supervision and management was crucial to promote this change.

7.4   In order to involve all staff in problem identification the Community Action Team were asked to devise a simple form on which problems could be notified to the Operational Manager. A single A4 sheet was designed outlining details of the problem, ideas on how the problem came to light and possible solutions.

8. EFFECTIVE ALLIANCES

8.1   The division was already in a strong position in its integrated approach to problem solving but looked to further build upon this position by:

- Integrating crime and disorder strategies into operational policing
- Understanding the responsibilities of our partners
- Developing the Community Intelligence System (COM.I5) which was later to become a forcewide product
- Adhering to our existing policy preventing Community Beat Officers abstraction and the provision for succession.

8.2   The following structures were created in support of these processes:

- Community Action Team   Officers given community ownership on a ward basis
- Community Intelligence System (COM.I5) created by the adoption of the current Crime Information System
- Tasking and Co-Ordinating Group directing focus on integration with partners and the Community.

9. INTELLIGENCE AND PROBLEM SOLVING AWARENESS

9.1   Given the size of the division both Intelligence and Problem Solving Awareness became easy to deliver at a variety of levels.

9.2   Problem Solving Awareness for all operational staff (1 day) was delivered by officers from outside the division who were engaged on a force project on problem solving.

9.3   This ensured a consistent quality of delivery to staff within the division and amounted to a total of 65 members of staff being involved.

9.4   Intelligence Awareness was delivered in a similar fashion to all staff. This was conducted by local officers qualified in all aspects of intelligence work.

9.5   At the completion of this awareness it was felt staff had:

- A greater understanding of crime and disorder reduction techniques and benefited from examples of good practice taking place elsewhere in the force.

To assist the implementation of the model it was essential to the success that the commitment and support of middle management in the division was took place. This was recognised by the implementation team and staff took full advantage of force 1-day presentations on the following:

- Intelligence Led Policing
- Problem Solving Techniques

9.6   At the completion of those days managers were:

- Aware of the principles of Intelligence Led Policing
- Aware of and understood the main changes to the structures and processes that the I.L.O.P.M. would bring
- Understand the role of TCG at both strategic and tactical levels
- Understand the principles of problem solving
- Apply the principles of TCG in case exercise and transfer to RCG
- Understand the links between TCG's and performance review.

10.   RECORDING AND MANAGEMENT OF PROBLEM SOLVING PROCESS

10.1   This process was for the duration of the project managed on a manual basis. It was recognised that with funding this process could be easily managed with a database system that was capable of leading staff through the SARA process.

11,   USE OF INTELLIGENCE

11.1   The key role of intelligence within the division had long been established and the challenge was to use this to maximise the scanning of problems.

11.2   The I.LO.P.M. ensured that the intelligence acquisition and development was correctly targeted towards policing priorities. Those priorities were set by the Control Strategy given by the Divisional Commander following consultation with the Intelligence Analyst and the local community forums.

11.3   Central to the intelligence function is the work of the Intelligence Co-Ordinator in the I.L.O.P.M. A significant element of this role was to ensure a greater emphasis be placed on briefing and debriefing operational staff.

12.   A BRIEFING AND DE-BRIEFING SYSTEM

12.1   **Effective briefing and de-briefing is an essential element of the I.L.O.P.M.** It is of crucial importance that operational staff have relevant and timely intelligence.

12.2   **A model developed by another division and seen as good practice was adopted which mirrors the findings outlined in "Tackling Patrol Effectively". It set requirements around:**

- **Quantity and quality of content**
- **Environment**
- **Shift relevant briefings**
- **Presentation (NOBO, digital photo's)**
- **Tasking**
- **De-briefing**

12.3   **The Dedicated Source Unit hold responsibility for providing divisional briefings in conjunction with the Divisional Intelligence Analyst.** This is co-ordinated by the Detective Sergeant ensuring that patrol activity is targeted towards divisional priorities.

13.   DIVISIONAL   TASKING   AND CO-ORDINATING GROUP AT STRATEGIC AND TACTICAL LEVEL

13.1   **The I.L.O.P.M. established a tasking and co-ordinating group which was the first in force.** At this stage the force had not yet established a Force Tasking Group. By the conclusion of the project this position had changed and the Division was able to refer matters to Level 2 Tasking.

13.2   **Effective tasking and co-ordinating is crucial in managing our operational policing and, it was important that this was dove tailed into performance management structures.**

13.3   **The structure of these groups closely followed the National Intelligence Model (NIM) and are outlined below.**

13.4 Strategic Tcg

This meeting takes place at divisional level on a three monthly basis. It is minuted and actions created. It involves senior management and is informed by the Divisional Intelligence Analyst and Crime and Disorder Partnership Group. Its function is to:

13.5 Perform a strategic threat assessment looking at:

- **Crime and Disorder Analysis**
  - ➢ **Trends and demands profile - Profile offenders repeat victims repeat locations**
  - ➢ **Volume crime profile**
  - ➢ **Dangerous offenders**
  - ➢ **Organised and serious crime threats**

- **Community Impact**
  - ➢ **Community information (partner/community issues and political)**
  - ➢ **Planning, design, building**
  - ➢ **Demographic information**

- **Future Events**

- **Set Control Strategy - Intelligence/Enforcement Prevention**

- **Resource Decision Making**

- **Review Performance**

13.6 Tactical Tcg

This meeting takes place at divisional level each Tuesday and at force level monthly. It is chaired by the Deputy Divisional Commander (Operations), its function is to:

- **Consider Target Profile Packages**
- **Consider SARA (Problem Solving) Packages**
- **Sanction use of resources**
- **Review and evaluate SARA Packages and**
- **Monitor performance**

14. PERFORMANCE MANAGEMENT STRUCTURE

14.1   **Bimonthly the Divisional   Management are held to account for the division's performance by the operational ACC. At this meeting opportunity is given to look at good and poor performance, along with relevant good practice shown by the division for sharing. Equally good practice used in other divisions are discussed with a view to adopting where appropriate.**

14.2   **To ensure the performance culture is robust and relevant, the performance review are aligned to take place immediately after the divisional strategic TCG meeting.**

15. MARKETING

15.1   **A crucial factor in overcoming cultural resistance to change was the implementation of a marketing plan. This focused on the operational gains to be made through an Intelligence Led Problem Solving Approach.**

    These included:

- **Proactive command support and drive**
- **Internal and external presentations**
- **Internal newsletter (monthly)**
- **Intranet site**
- **External Police Review (Appendix 3)**
- **Monthly newsletters addressed to each member of staff personally, plotted the progress, celebrated success and introduced new developments.**

16. ASSESSING THE FUTURE

16.1   The impact of I.L.O.P.M. has been considerable.   The evidence of outcomes in reducing key crime and the ability to action intelligence dynamically across the division has raised the detection capability.

This encouraging performance is just the start. Elements of the I.L.O.P.M. are being adopted by other divisions. The division as part of its quality assurance regime will continue to look at ways to improve the principles of the model.

16.2   An independent evaluation of the I.L.O.P.M. implementation has been conducted by Detective Superintendent OROKO, Nigerian Police as part of his MSc in Criminology (overseen by Prof Mike MacGUIRE). This involved interviews with operational staff and full access to management and force performance information.

16.3   Problem solving in the Division is recognised as commencing at the initial contact with the victim or caller. The division is looking to drafting a response document (aide memo) which reflects this approach.

16.4   The division's strong position in forming effective alliances is encouraging for the future since the lessons learnt from this project show the future for problem solving is **dependent upon such alliances.**

17.   CONCLUSION

17.1   The impact Project 'Capricorn' has had upon the policing of 'A' Division was recognised early on in the project by H M Inspector of Constabulary Keith PO.VEY Esc', QPM, BA (Law), when he and his team completed a pilot BCU Inspection of the Merthyr Division (See Appendix 4).   He reported in his conclusion:

"The division promotes an intelligence led problem orientated policing strategy, incorporating community based beat officers" ...... The commitment to the introduction of the Intelligence Model Project 'Capricorn' is welcomed and its use as a pilot will help the integration of the many support areas associated with Crime and Disorder, Intelligence Management and Community Safely".

**17.2   The critical success factors identified in this project were:**
- Strong leadership
- Highly motivated staff
- Willingness to change
- Through an Intelligence Led problem solving approach it is possible to reduce arrests, yet increase detections
- Through focused Case Interview Teams, working a flexible rota system overtime savings can be made (400 hrs)
- Case Interview Teams can significantly impact on the reduction in the number of insufficient files of evidence to proceed generated
- Greater opportunity to staff to develop skills
- The use of a Tactical Arrest Team capability enabled Intelligence to be dynamically actioned
- The use of the SARA model by staff, especially the Community Action Team and external partners made a significant impact on Crime & Disorder reduction (see Appendix 1).

17.3 Project 'Capricorn' is part of a vision of policing in 'A' Division which has strong support from its Community. It creates a structure which not only supports an Intelligence Led Problem Solving approach but integrates into our everyday policing efforts, making it the way we do business, ensuring Merthyr Tydfil is a safer place to live, work and visit.
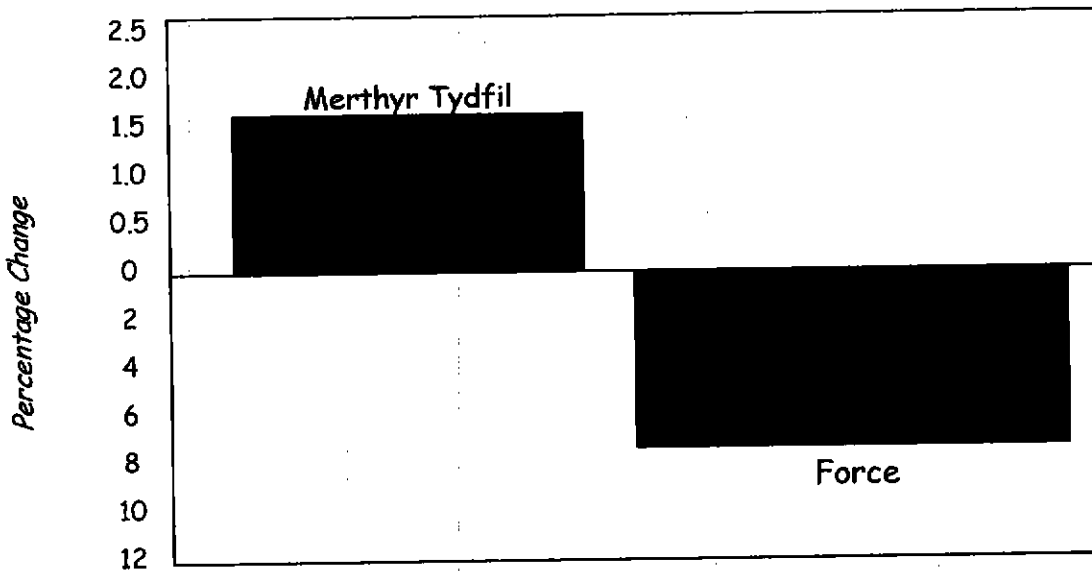
Appendix 1
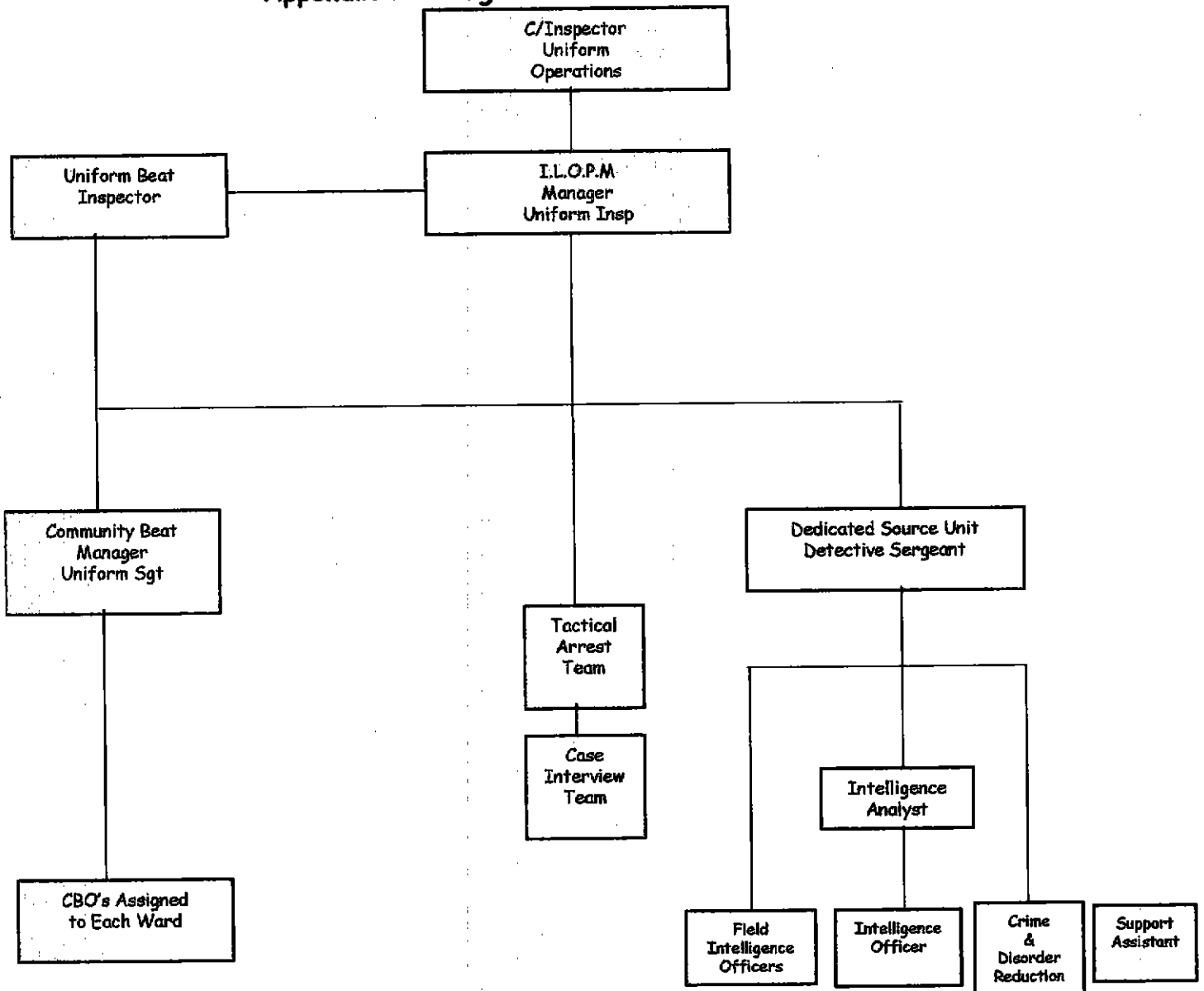## Project 'Capricorn' Performance Data

**Key Crime Trends April-March 1999/2000
against April-March 2000/2001 'A' Division, Merthyr Tydfil**
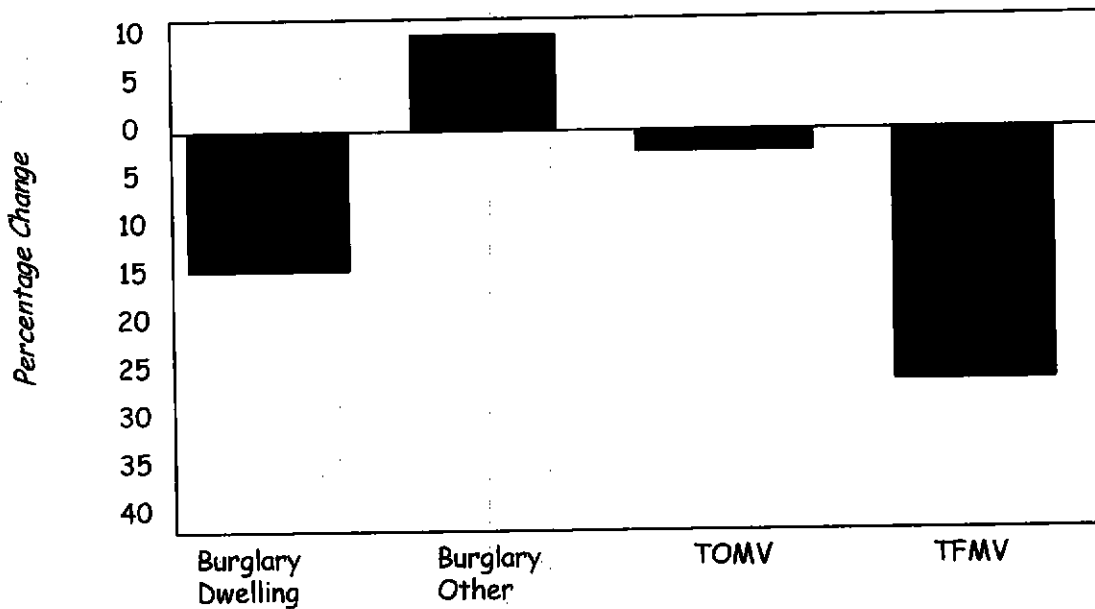
**Detected Crime Trends April-March 1999/2000
against April-March 2000/2001**

Appendix 2 - Organisational Structure of I.L.O.P.M

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                          ┌─────────────────┐
                          │   C/Inspector   │
                          │    Uniform      │
                          │   Operations    │
                          └─────────────────┘
                                   │
┌─────────────────┐      ┌─────────────────┐
│  Uniform Beat   │──────│    I.L.O.P.M    │
│   Inspector     │      │     Manager     │
│                 │      │  Uniform Insp   │
└─────────────────┘      └─────────────────┘
        │                        │
        │                        │
┌─────────────────┐       ┌─────────────┐      ┌─────────────────────┐
│ Community Beat  │       │  Tactical   │      │ Dedicated Source Unit│
│    Manager      │       │   Arrest    │      │ Detective Sergeant   │
│  Uniform Sgt    │       │    Team     │      └─────────────────────┘
└─────────────────┘       └─────────────┘                 │
        │                        │              ┌──────────┴──────────┐
┌─────────────────┐       ┌─────────────┐       │   Intelligence      │
│ CBO's Assigned  │       │    Case     │       │    Analyst          │
│  to Each Ward   │       │  Interview  │       └─────────────────────┘
└─────────────────┘       │    Team     │
                          └─────────────┘
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| Field Intelligence Officers | Intelligence Officer | Crime & Disorder Reduction | Support Assistant |

EXPLANATORY TABLE

POST	CORE FUNCTION
I.L.O.P.M	Manages the model and its functions, provides the focus for the model in delivering Divisional Priorities. Link to T.C.G
C.B.O Manager	Manages the problem solving process on Division ensures that SARA packages and resourced through T.C.G.
D.S.U Co-Ordinator	Manages the intelligence function on the Division. Provides link with CHIS Controller (DI)
C&D Reduction	Supports the problem solving process with strategic and tactical crime reduction advise
Intelligence Analyst	Provides both a proactive and reactive analytical capability supporting operational policing on Division
Field Intelligence Officers	Provides a proactive intelligence function within I.L.O.P.M by providing information concerning Crime & Incidents - Supporting problem solving and briefing system
Intelligence Officer	Operates the Intelligence function to the Division - Again supporting problem solving and briefing system
Support Assistant	Provides administrative support to I.L.O.P.M functions
Tactical Arrest Team D/Sgt	Through a small team of officers provides the capability to action intelligence focusing upon profiled offenders
Case Interview Team D/Sgt	Through a small team of officers rotating with tactical arrest team provides focus on how division deals effectively with its prisoners

■CONTENTS

Appendix 4
Home Office Pilot, BCU Inspection 2000

Conclusion

This Inspection formed part of national pilot of BCU inspections utilising the Business Excellence Model (BEM). Accordingly, no recommendations have been made nor has the EQPM scoring mechanism been utilised.

Merthyr is a relatively small division and the command team are acutely aware of the limitations presented, evidenced through a willingness to enter partnership arrangements with the neighbouring division.

The division promotes an intelligence led problem orientated policing strategy incorporating community beat officers. Merthyr is *very* committed to the sector and community beat officer principles of patrol and service delivery. Close connections with the community are a primary reason for the success within the division in the reduction of crime and quality of life issues. The commitment to the introduction of the Intelligence Model Project 'Capricorn' is welcomed and its use as a pilot will help the integration of the many support areas associated with crime and disorder, intelligence management and community safety.

The importance of partnership working is recognised by the divisional command team and a good proportion of their time is spent with partnership groups and community consultation forums testing both the demands of these groups and appraising the performance of the division against their expectations. The division is very active in the monitoring and development of the multi-agency Crime and Disorder Strategies.

The division compares favourably with 'similar' BCU's nationally, with the exception of performance in relation to autocrime reduction/detection. Within South Wales the division compares very favourably in performance, especially with regard to crime reduction/detection of burglary and violent crime. The Joint Performance Monitoring (JPM) figures remain a cause for concern and following the visits of the ACC the current structure, staff and working practice of the file preparation unit have been reviewed and altered.

This division has a very capable leadership team with positive relationships with its external partners. The workforce are hardworking and highly motivq' ed, at times frustrated by the inability of the division to action intelligence packages produced due to the loss of the priority policing team. There are no major issues of concern.