



A GUIDE FOR PROBLEM SOLVING

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1. BACKGROUND

Following the publication of the report "Developing an Empowered Organisation" in July 1993, Merseyside Police embarked on a change programme from 1994 onwards. Since that time, policing has developed from a reactive, command and control incident led style to one whose focus has become more community based, more problem/cause oriented with an enhanced intelligence capability. This switch in emphasis was designed to enable local Commanders to deliver policing services to local communities, supported by the strategic centre.

The force has also continued to restructure by reducing the number of areas and to promote self sufficiency aligned with accountability, at area level.

Despite these changes, resource deployment is still perceived to be fragmented and compartmentalised in many cases, and there is no overall concept of policing which brings together the essential elements of response, targeting, community focus, problem analysis, proactivity and partnership.

Following the murder of David Ungi in 1995 and the subsequent increase in the criminal use of firearms in Merseyside, a strategic approach was adopted to combat these crimes, through Operation Pivot. Using this operation as their base, the strategic debrief team assessed the short and long term strategic implications of problems facing Merseyside Police and made recommendations for improvement.

One of their recommendations was that the force should consider adopting "Problem Oriented Policing" (POP) to provide a holistic approach to the policing of Merseyside. Originating in the USA in 1979, through the work of Professor Herman Goldstein, POP focuses on trying to solve problems the public bring to the police, or which the police themselves identify, rather than merely responding to incidents.

This type of policing model can be a vehicle to address repeat victimisation, provide an enhanced quality of service and focuses on substantive problems. It also facilitates the effective management of demand on police resources. The mobilisation of the community is a key feature of this approach and partnerships lie at the heart of developing positive solutions to problems facing both the community and the police.

To consider how a POP or Problem Solving (PS) policing style might be adopted across Merseyside Police, a project team was established with the following aim:

"To define and develop a problem solving approach and systems to all aspects of policing which create a safer Merseyside"

The report of the project team, produced in October 1997, recommended that Merseyside Police should adopt problem solving policing as a force wide philosophy, within which all activity can be incorporated. Tactics such as intelligence led policing, repeat victimisation and zero tolerance should all fit under the over-arching problem solving philosophy. The Scanning, Analysis, Response and Assessment (SARA) model should underpin the problem solving process.

To enable the force to take on PS effectively, however, the team suggested that change would be required in a number of areas of the organisation.

Structure and organisation. A number of structural changes to the force were recommended, the most significant being the merging of the Crime Management Unit, non-urgent call handling facilities and the Intelligence Unit to create an integrated Incident Management Unit (IMU) in each Area. Such a unit will facilitate the early identification of problems and the development of appropriate responses.

Systems and processes. The team recommended a number of modifications to current force practises and processes to support effective problem solving. In particular, it proposed the creation of problem solving reference manuals, suggested that appropriate communication processes should be established and that new performance measures should be created to reflect the requirements of problem solving policing.

Information technology. The team recommended significant changes to the current force IT facilities in the medium to long term, notably the adoption of data warehousing which will facilitate multi system access from a single terminal.

Human Resources. It was recognised that the adoption of PS would have a considerable impact on a number of human resource issues, such as recruitment, selection and performance review. For PS to be adopted effectively, however, the project team recommended a comprehensive training programme which would require all members of the force to receive some guidance and instruction in the concepts of problem solving and how it will affect their method of working. It was also suggested that a new problem-solving competency should be developed and incorporated into the performance review process.

Marketing. The team recognised the need to publicise the PS approach both within and outside the force.

In all, 47 separate recommendations were produced to support the adoption of PS. The report and all recommendations were accepted by both the Board and the Policy Group in December 1997.

2 AIMS OF PROBLEM SOLVING

- The aims of Problem Solving in Merseyside Police are:
- To deliver a more effective service at a local level
- To make best use of available resources
- To use partnerships effectively, where appropriate, to solve problems
- To tackle the causes as well as the symptoms of crime, disorder and community safety problems.
- To engender good community relations
- To provide valued internal support to all of our staff.

3. PROBLEM SOLVING - HOW DOES IT WORK?

3.1 SARA

There are a number of Problem Solving (PS) models in existence, though one model appears to be predominant. The SARA model appears to be the most widely utilised technique and one which is respected for its' effectiveness and simplicity.

It is simple to use, easy to remember and has been proven to work in a number of police forces. It can also be applied universally to operational and non-operational problems, whatever the size. The SARA model consists of a four-stage approach to PS, namely:

- Scanning - identifying problems by reviewing a wide range of data and information sources, and applying basic knowledge and skills.
- Analysis - using knowledge and skills, research and IT to identify common characteristics and underlying causes with respect to the problems identified. Analysis should be thorough, creative and innovative because the characteristics of each problem vary.
- Response - developing suitable action to address the problem causes, bringing in colleagues from other internal departments and/or external agencies to assist, where appropriate.
- Assessment - reviewing the problem to assess whether or not the solution was successful and to take note of any lessons learned from the process.

Three examples

Within Merseyside, a scan and analysis (S & A) of late night assaults in the city centre revealed a high proportion of incidents which used bottles or glasses as weapons. This not only resulted in high demands on police time but also put added pressure on medical agencies, such as ambulance service, paramedics and hospitals. The response (R) was to liaise with the pubs and clubs in the area to prevent bottles being passed to customers and to reinforce the need for control by the licensees. One brewery even replaced glasses in their pubs with plastic containers, which could not be used in an assault. The Assessment (A) of the problem reveals a dramatic reduction in the number of assaults in the city centre at night and the, almost complete, removal of the "glassing" assault problem.

A scan (S) in another force revealed an emerging and worrying trend of indecent exposure to schoolchildren. Analysis (A) of the problem revealed that most incidents were focused in and around one particular school. Further analysis showed that there was open access to the school grounds and that there were a large number of trees and bushes in which the offender could hide before committing offences. The response (R), in liaison with the local authority, was to prevent public access and to cut down and trim bushes and trees. Parents were also asked to be vigilant when taking their

children to and collecting them from school. As a result of these actions the problem at this school was completely removed and the offender ultimately apprehended.

In another force, a scan of administrative procedures revealed a problem with the late delivery of photocopying paper to the force print room. This resulted in delays in the printing of documents and the need to go and buy small quantities of paper (one or two boxes) for urgent print jobs (at additional cost). Further analysis revealed to great surprise, that this problem had been experienced for nearly two years and that the same supplier had been used because "they always used them". No contract existed between the supplier and the force. The response was to issue a tender for the supply of photocopying paper to the force, which included provisions in relation to the delivery of orders and the right to nullify any contract if delivery standards were not met. As a result, the force negotiated a contract with a new supplier and the problem was removed.

To support the adoption of the SARA process a form has been designed and section 4 tells you how to fill the form in.

32 The Incident Management Unit (IMU)

The original research clearly demonstrated the wide variety of structures in Areas and the differing approaches to PS both internally and in other forces. In order to adopt PS effectively, there needs to be commonality of structure between areas. This will not only improve co-ordination between Areas, but will ensure that the appropriate structures are in place to enable problems to be quickly identified.

Problem solving is also concerned with providing a more appropriate service to community and members of the public. To address these issues Incident Management Units (IMU) are being established in each Area. Their primary purposes are:

- To filter incoming messages
- Manage the slow tracking of non-urgent calls
- Support the more effective deployment of resources
- Facilitate the early identification of problems, especially repeat incidents.

Figure 3.1 reveals the proposed structure for an IMU. This is not a new structure, but effectively enhances the functions of the current Crime Management Unit to deal with all incidents, crime and non-crime, including non-urgent call handling facilities.

The principle is that all messages, calls to the police, correspondence, complaints, items raised through community consultation, in fact, anything which requires the police to respond in some way, will be graded and directed through the IMU. Callers via the switchboard, for non-urgent cases would be passed directly to the appropriate IMU, after a short interrogation by the operator.

Emergency 999 calls will continue to be received by the District Communication Centre (DCC) who will deploy resources to urgent cases. If the 999 call turns out to be "non-urgent" a log will be created and forwarded to the IMU for further action. The IMU staff will then respond accordingly, raising command and control logs where appropriate.

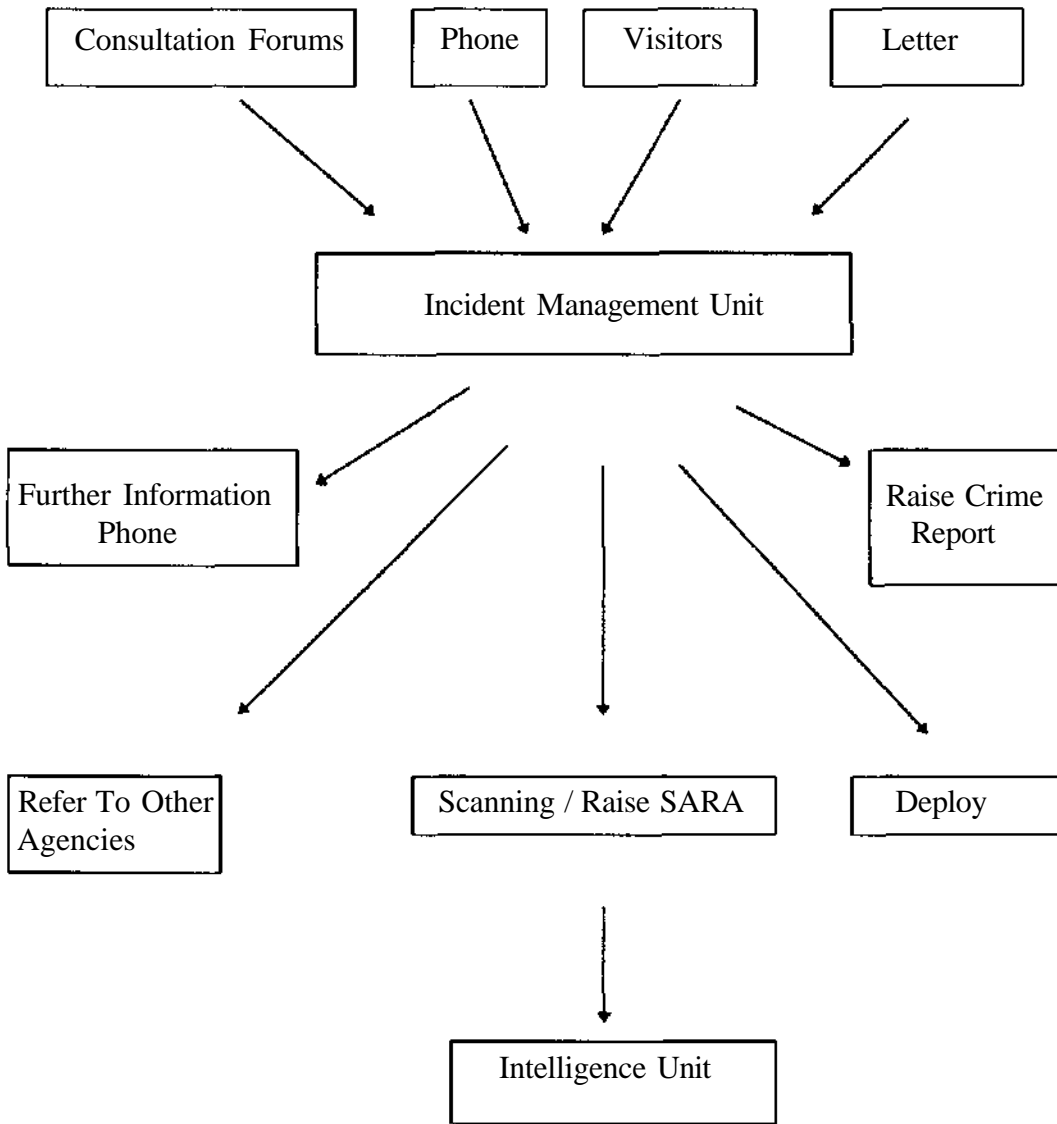


Fig 3.1

Responses might include:

The deployment of resources by slow tracking, or via the DCC

Resolution of the issue by phone

A request to the caller to provide further information, perhaps by keeping a log of events etc.

Re-direction of the issue to another, more appropriate agency or organisation.

Raising and allocating crime reports

Providing management information, as appropriate

Raise a SARA form

Under PS it is not enough to say that a particular issue which someone has raised is not a police problem. If someone has contacted the police with a problem, then it is a police problem and must be dealt with appropriately.

In effect, the IMU role will be, not only to manage the call in the most appropriate way, but to "filter out" at an early stage, much of the work that does not require an immediate response (slow tracking) or a police response at all. They will also apply a consistent approach to the process by which we deal with information.

The type of incidents, which might effectively be handled by the IMU, without deploying a police resource, might include:

- general nuisances (noise, litter, pollution, abuse, bad behaviour etc.)
- abandoned vehicles
- counterfeit currency
- found and lost property
- incidents involving animals
- certain traffic matters
- suspicious incidents

The creation of IMU's is fundamental to assist the problem solving process.

Channelling all calls and correspondence through one location ensures that accurate scanning can take place, patterns of incidents can be identified and analysed. Indeed, many of the services requested by callers to the police station can, and should, be handled by an IMU facility.

It was recommended that IMU's be established at Area, rather than District, level to promote and facilitate the sense of local ownership/local knowledge of problems, so fundamental to the success of problem solving.

The IMU concept is consistent with current thinking in the force as it embraces:

- increased use of intelligence
- increased use of targeting
- increased use of "hotspot" identification
- better call handling

It is inevitable that IMU staff will be able to identify repeat calls etc. This means that some problems can be identified even at this early stage. For example, an IMU operator may identify that there have been 5 calls to a particular location in the last four days. They should, therefore, work closely with the intelligence unit where scanning and analysis will also be taking place. For this reason it was recommended that the Area intelligence unit should be incorporated into the IMU.

Figure 3.2 shows that all information received by the controllers in the IMU will be forwarded to the Intelligence Unit staff. This will enable them to begin to carry out initial scanning and analysis of the information received, as part of the SARA process, which we will talk about later.

Intelligence unit analysts will become incident analysts, which will require them to consider all incidents and not just crime and crime based incidents. It has been suggested that the Detective Sergeant currently responsible for each Area Intelligence Unit, continue with that responsibility.

This structure will support the identification and analysis of problems and it will be the responsibility of the Intelligence Unit within the IMU to prepare packages of information in relation to identified problems, which others will assess for action.

33. The Tasking & Co-ordinating Group (TCG)

A problem can be identified by a number of sources, for example, IMU staff, Intelligence Unit staff, individual officers/staff etc. There needs to be some central co-ordinating point within the Area, which can look at the range of problems and set priorities.

It will be the role of the TCG to ensure that a thorough assessment and analysis of the whole problem is conducted, in consultation with the recipient of the problem. The TCG will then ensure that appropriate responses are prepared to the problems and that such responses are managed accordingly. Through this approach the Response and Assessment elements of the SARA model can be incorporated.

The TCG will probably comprise the Chief Inspector, the D/I, the Resource manager, the admin. Manager, the IMU manager and the intelligence unit manager, though Areas can amend the composition in the light of their own requirements.

The TCG will probably meet briefly on a daily basis to assess latest developments, with a more thorough review of problems carried out on a weekly basis.

For problems identified over a weekend and requiring urgent action, the appropriate individual (member of the TCG) will decide what needs to be done and report back to the IMU when it next meets.

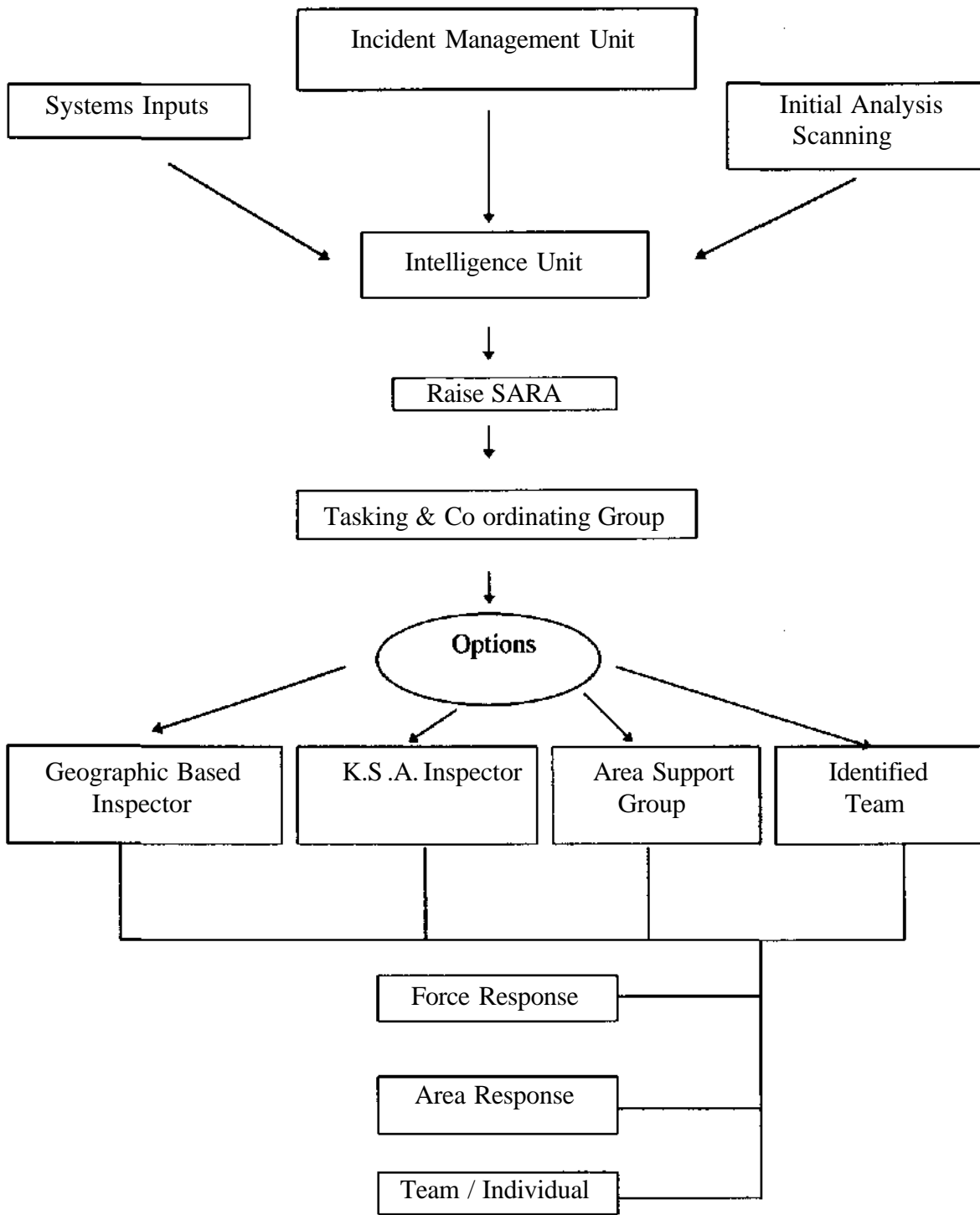


fig 3.2

PROBLEM SOLVING - WHERE DO I START?

This is a common question asked by officers and support staff who have never used problem solving before, to deal with problems. This section is designed to assist you in starting and working through problem solving. It leads you through the completion of the SARA form and helps to stimulate your thinking about creative problem solving.

Scanning - Identifying problems

If you identify a problem, whatever your role, you should submit a SARA form to the IMU. A blank copy is enclosed with this manual.

You should enter the date, your name and where you work.

You should then provide a short description of the problem. The problem analysis triangle or PAT is a simple way of looking at a problem. Figure 4.1 shows how the problem can be described in relation to place, caller/victim and offender/source of problem. In other words, in your scan, you should provide information about:

- the problem itself (e.g. drugs, vehicle theft, burglary etc)
- environmental issues (e.g. litter, abandoned vehicles, derelict factory etc.)
- location and time of the problem
- frequency of the problem
- Persons involved. Who does the problem affect, residents, businesses, visitors etc.?
You need to identify all of the players in the problem including victims, complainants, witnesses and suspects.

You should note which force/area/department goal this problem relates to. This is important in the PI process. It also ensures that problem solving focuses on force and area targets and helps the TCG in their prioritisation of problems.

You should note who identified the problem

The form should then be submitted to the IMU and you should enter the date you submit it.

The IMU will enter their reference No., log the form and submit it to the next TCG meeting. The TCG will then consider the form.

They may decide that the problem is not sufficiently serious and decide to screen it out. *This does not prevent you re-submitting the SARA some time later if the problem persists.* If the problem is worthy of action, they will assign it as either low or high priority and allocate it for further analysis.



SARA FORM

(There is a supporting manual of guidance to help you complete this form)

Date

IM.V. Ref. No.

Identifier

Beat/Location

Scanning

• **Initial Description of Problem :**
(include times , location and frequency)

Which Force / Area / Dept. Goal(s) does this relate to ? (specify whether Force/Area/Dept.)

• Source of Information / Problem

Incident Management Unit

Officer/Support Staff

Shift / Unit

External Source (identify)

Other (specify)

Submitted to I.M.U. Date

IMJU. Use Only

Allocated To

Date of Allocation

High Priority

Low Priority

Screen Out

Analysis I Provide a detailed analysis of the problem , including features of the place, caller /victim I user and offender I source of problem , if applicable .
(add extra sheet / documentation if required)

Date completed

Signature : _____

Submitted to I.M.U. Date

LM.U. Use Only

Date to Tasking & Co-ordinating

Allocated to

Date

Response

List the responses , including use of internal resources & external resources / agencies <i>Attach extra sheet if required</i>	Date Completed

Date Finalised:

Signed: _____

Assessment

What effect has the response had on the problem

Solved

Partially Solved

Not Solved

Finalise

Victim/Complainant/User Informed YES/NO

Feedback.

Identified Good Practice

Comments by Supervisor

Signed _____

Submitted To I.M.U. Date

IM.U. Use Only

For Filing Date

Signature _____

This form is potentially disclosable .Copies of the form and any additional papers are not to be placed on any court file Mention of the form/papers should be made on the relevant court file on form MG6D

PROBLEM ANALYSIS TRIANGLE

P.A.T.

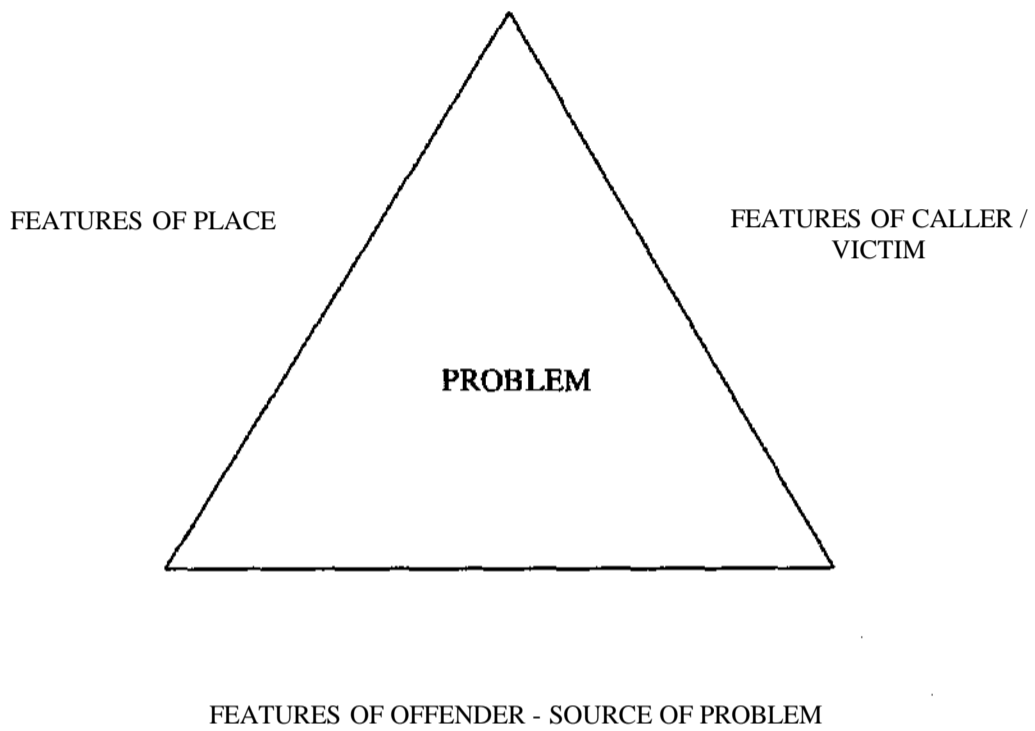


Fig 4.1.

The TCG can allocate the problem in a number of ways. It may go to:

- An individual
- A block or shift
- A geographic based Inspector
- A KSA Inspector
- The Intelligence Unit
- The problem may be so serious that it is immediately escalated to the Area Commander or even Force Co-ordinators/ACPO team.

Section 5 of this manual offers you some suggestions regarding who may be able to help you in identifying problems.

Analysis - Understanding the problem

In order to understand any problem and determine its root causes, you must learn as much as possible about it. You will need to ask two basic questions at this stage:

- What do I need to know about this problem to understand it better?
- Who could provide the answers to my questions?

Sections 5 and 6 of this manual put forward some suggested sources of information for analysing problems.

If you are required to carry out further analysis you need to provide accurate details of the problem on the SARA form. Again PAT can assist in this process and you should use additional sheets as it is unlikely that you will have enough space on the SARA for your full analysis.

When you have completed your analysis of the problem, you should date and sign the form and also date it when you submit it to the IMU.

The IMU will then note when they submit it to the TCG. The TCG will then go through the same process; either screen out, refer back for further analysis or allocate it (there are a number of options again) for a response to be prepared. They will date the form before passing it on.

4.3 Response - Actions to be taken

You should list in detail what you propose to do about the problem. This includes outlining what you intend to do and what resources you require, internally (within the force) and externally (in other agencies). The Area Resource and/or Admin. Manager may require some of the activities to be costed.

Responses can be designed to:

- Eliminate the problem
- Reduce the number of incidents created by the problem
- Reduce the severity of the incidents created by the problem
- Displace the problem into an area where it can be dealt with more effectively
- Better handle the incidents created by the problem
- Remove the problem from police consideration

Section 7 of this manual offers some suggestions with regard some common responses to problems.

A digest has been produced in each Area and for the force as a whole. This lists useful contacts both within the force and in other agencies and will be of great assistance when you are preparing a response. It will identify who might be able to help you with a particular problem and provide contact points. A copy of the digest will be held in the IMU.

Section 8 of this manual lists some agencies or groups who may be able you to help in formulating and carrying out your response.

Once the response has been prepared and finalised on the SARA form, it is dated, signed. Again, it is very likely that you will have to use additional sheets to complete the analysis. The TCG may again ask to see the proposed response prior to proceeding with the response.

The activities then commence and when each task is completed, it is dated in the column on the right of the box.

4.4 Assessment - Was the response effective?

You will need to know whether or not your response has been effective in dealing with the problem. It could be that the problem has been removed or dealt with or it may be that the problem has been partially dealt with but that your response needs to change in some way to deal with it completely.

When the response is complete (or at some agreed time after its implementation, say three months) you should note down what effect the response has had and put a tick in the appropriate box below.

You should then indicate whether or not the victim/complainant/user has been informed of the final result.

In the feedback box you should note any comments from the victim/complainant/user, as a result.

If any good practice has emerged from this SARA you should note it down as these may be circulated.

Any comments by the supervisor in relation to the SARA may be added.

The SARA will then be signed off, dated and submitted to the IMU. The IMU will date its' receipt, sign the form and file it. The form can then assist further in the scanning and analysis process and add to the body of knowledge about problems and their solutions in the Area.

4.5 Other SARA points.

Remember, the SARA could be viewed as "unused material" under disclosure rules. You must be careful how you complete the form and the note at the end of the SARA form reminds you of this. This is another reason for returning completed SARA's to the IMU.

PS can and should apply equally to operational and non-operational problems. Figure 4.2 shows how PS and the SARA process may be applied to any support service within the organisation, either at Headquarters or on Areas.

The identification of a non-operational problem will result in the commencement of a SARA form and by "raising a SARA", the problem will be fed into the tasking and co-ordinating processes of the department.

Support service departments do not have to form a tasking and co-ordinating group. They will have their own meeting structures already in place and these meetings may be able to incorporate a PS tasking and co-ordinating role.

EFQM is a mechanism for the identification of non-operational problems, which can be progressed via the SARA process at both headquarters and on Areas.

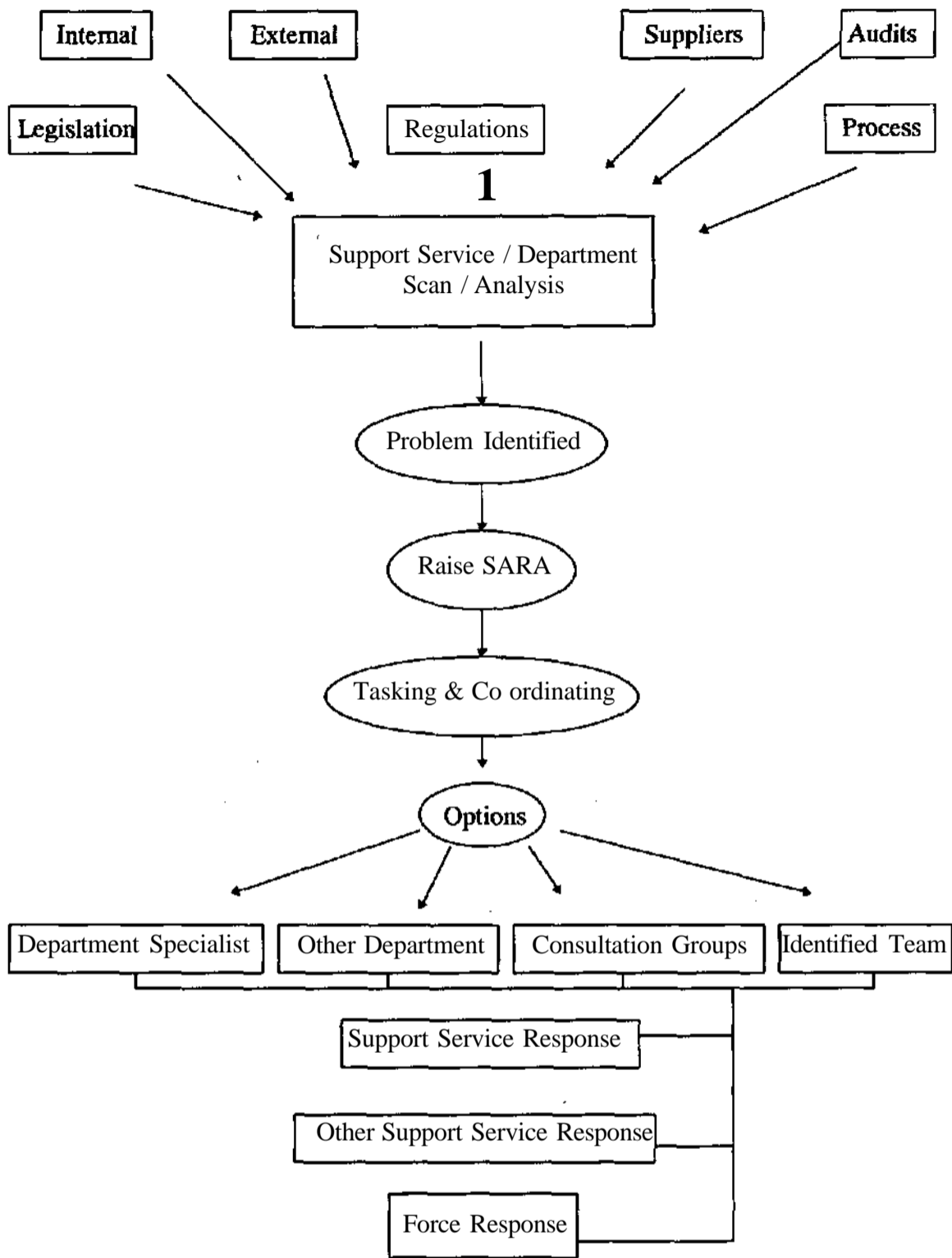


Fig 4.2

RESOURCES TO HELP YOU TO IDENTIFY PROBLEMS

In the first instance the IMU and Intelligence Unit should be the source of information with respect to problems and concerns. You may wish or be required to supplement this data by contacting some of the above. This list is by no means definitive and exhaustive. It merely lists some of those groups or organisations that you may wish to contact when trying to identify problems. They can also be used to assist when carrying out more detailed analysis of the problem.

- Personal Experience: problem locations, activities or individuals that have come to your attention.
- IMU/Intelligence Unit: crime and incident trends and patterns, timeframes, MO's, patterns of similar incidents.
- IMU: Call types, repeat calls from same location/individuals, troublesome areas and locations, active offenders, victim types, persons reporting. Also, letters and calls from residents.
- CID Repeat crime, active offenders, victim types, persons reporting, previous convictions.
- Local knowledge of colleagues: physical/environmental conditions conducive to the problem, potential victims, resident complaints.
- Other agencies/departments: plans that could influence problems, common/shared views of problems, problems coming to their notice.
- Community groups: (e.g. Consultative committees, community leaders), problems raised by residents in the area.
- Business groups: (e.g. Chamber's of trade, traders associations, trades unions), problems in relation to the business community.
- Neighbourhood Watch groups: local problems regarding crime, community safety and other concerns.
- Elected Officials (Councillors, MP's): problems raised by their constituents.
- Other Criminal Justice agencies: (e.g. Probation, Social Services, Courts) common problems in relation to specific individuals.
- Education Dept. & Schools: concerns of juveniles, staff and pupil safety
- Colleges & Universities: concerns of students and staff, students union, teaching unions.

- Health Service: problems in relation to health issues, drugs, drugs referral issues, safety of health service staff and premises.
- Voluntary groups: problems in relation to very specific issues, for example, the elderly, drugs/alcohol/substance abuse.
- New media: indications of problems not identified by other means, or reinforcing/confirming problems identified elsewhere.
- Community surveys: highlight local problems and concerns
- Individual contact: day to day contact with local residents/businesses etc will reveal certain problems and concerns.

6.SOURCES OF INFORMATION FOR ANALYSING PROBLEMS

The IMU and Intelligence unit will again be the first point of contact for further detailed information about a problem. Many of those groups identified in section 5 can be of great assistance when helping to analyse problems in greater detail (and you should again refer to that list). The following, however, will be particularly useful but again, this list is not definitive and exhaustive.

- Personal observations: personal information about the problem gathered through experience and insight into its' possible causes. (*Personal observation is subjective and should not be used as the only source of information for analysing problems*).
- Visit to the scene of the problem: If the problem relates to a specific location, a very valuable source of information is a visit to the location. This will provide clues with regard to the cause of the problem perhaps relating to the physical layout of an area/building and environmental factors.
- IMU & Intelligence Unit: detailed crime and incident data.
- Police files: incident logs, complaint files, interview reports, intelligence data.
- Victims: provide additional information and offer observations and insights in relation to the problem.
- Witnesses: observations and insights into individual incidents related to the problem.
- Offenders: may offer a view of the problem from their perspective.
- Individual contacts: residents, businesses and visitors in an area may offer an insight into problems in the area.
- Other agencies (Criminal Justice related and non-Criminal Justice related): may be able to confirm or reinforce information in relation to specific problems.

7.COMMON RESPONSES TO PROBLEMS

The list below outlines some possible responses to problems. The list is not definitive and exhaustive and you should take care to ensure that the response is appropriate to the problem which it seeks to deal with. You should also take account the extent to which other agencies can assist you in carrying out this response.

- Physical/technical changes to the environment. For example, moving a bus stop, or cutting down trees to enable natural surveillance to take place. These type of responses will invariably require the involvement of other agencies.
- Improving old services and creating new ones. For example, extending a warden scheme in sheltered accomodation.
- Mediation and negotiation, for example, in relation to domestic disputes or neighbour disputes.
- Referrals to other agencies and services.
- Co-ordinating action with other agencies and services, for example enforcement of eviction notices.
- Organising and mobilising the community/neighbourhood to help them to deal with the problem themselves.
- By escalating the problem through the organisation, bring about changes to legislation.
- Enforcement: Arrests, high visibility patrol, selective enforcement in assocaitaion with other departments (e.g. OSD) or other agencies.
- Selection concentration on problem individuals or groups.
- Increased use and enforcement of local laws, such as licensing regulations, parking regulations, minor offences such as litter, minor driving offences etc.
- Co-ordinated activity with the CPS and courts, such as agreeing special procedures in relation to specific offences/offenders.
- Working with such agencies as probation and social services to ensure enforcement of conditions in relation to individuals.

- Co-ordinating activities with local businesses and business groups. For example, early warning schemes in shops and circulation of photo's of known shoplifters to retailers in the area.
- Assistance from the media, such as promoting the positive messages and publicising activities in the area in order to alert potential offenders.
- Changes in internal procedures, especially useful when dealing with non-operational problems.
- Conveying information: Clear explanation of the problem, explaining the availability of services so that residents of an area can help themselves to deal with the problem, for example, crime prevention advice. This can also apply to explaining little known or misunderstood laws and regulations in order to obtain greater co-operation and support.

8. RESOURCES WHO MAY BE ABLE TO HELP YOU TO SOLVE PROBLEMS.

The list outlines some organisations, outside Merseyside Police, who may be able to help you to solve problems. Again, the list is not definitive and exhaustive. You should also refer to your Area digest for a more detailed list of local contacts and helpful organisations in your Area.

- Local Authority
- Local Health Authority
- Local Education Authority
- Local Housing Depts. and Housing Associations
- Crown Prosecution Service
- Local courts
- Fire and Rescue Service.
- Local Utility Companies - Water, Gas and Electricity.
- Community groups - e.g. neighbourhood watch, residents associations.
- Business groups - e.g. chamber's of commerce, traders associations.
- Voluntary groups - e.g. Age Concern, British Legion, Victim Support.
- Local media - press, local radio, regional TV.
- Local sporting organisations