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Review of Intensive Community Engagement pilot in Milton Keynes Police area

Thames Valley Police

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1   SUMMARY

Communities will be made safer by a Neighbourhood Policing approach enabled by partnership and focused on visibility, engagement, problem solving and building community resilience. Safer communities will reduce the demand for reactive policing services. (Thames Valley Police, 2015)

A pilot of Intensive Community Engagement in Neighbourhood Policing was undertaken in the Milton Keynes Local Policing Area of Thames Valley Police from Feb to Jul 2016 with the objective of implementing the four pillars of neighbourhood policing (below) structured in a consistent and repeatable, procedurally fair and legitimate manner.

- **Visibility**: To reassure communities through a uniform police presence
- **Engagement**: To better understand the 'grain' of communities, their needs, assets, and resources
- **Problem-solving**: To work with other agencies to prevent and reduce demand and build policing capacity.
- **Building Resilience**: To mobilise social capital within communities.

Forty PCSOs were trained in Intensive Engagement using the Locally Identified Solutions and Practices (LISP) toolkit. The PCSOs were then tasked to trial the intensive engagement approach in 4 different locations, generating 5 LISP pilots, with different policing challenges. PCSOs, Sergeants and Inspectors in the LPA were interviewed in detail regarding their use of the toolkit. Despite 9 months being a very short time to fully implement the Intensive Engagement process, PCSOs reported significant improvements in their relationships with community, business and statutory partners.

It is too early to establish whether crime rates in the pilot areas decreased but the interviewees were confident that the approach made their work more structured, robust and sustainable. All ranks valued the focus on specific area of performance and reported a change in the nature of the relationship with the public. A training related survey, involving a control group of untrained officers, indicated that PCSOs were over confident in their understanding of the community prior to the training, that there is already a high level of capability and experience in TVP but PCSOs were being over-tasked with data and evidence gathering rather than problem-solving.

Significant strategic changes such as the removal of the All Crimes Attended policy and improved triage of calls for service in the control room is beginning to give the PCSOs the time to investigate the causes of neighbourhood policing demand rather than just policing the symptoms. The focus for implementing Intensive Community Engagement as the primary place-based strategy for neighbourhood policing in TVP should be on the analysis of long-term crime patterns and vulnerabilities, the choice of locations to focus on, the purpose of the intervention, and the escalation and evaluation functions within the toolkit which are underdeveloped.

The pilot of Intensive Engagement in Milton Keynes was successful insofar as it was implemented at a basic level. The next step will be to select one location in the LPA that has the greatest call for demand, and undertake a full, gold standard, implementation with a whole team.

More details of the Intensive Engagement process and the LISP toolkit can be found on www.northampton.ac.uk/lisp

2   INTENSIVE ENGAGEMENT

Intensive Engagement (IE) is defined as a *"structured and consistently repeatable process of community engagement and involvement activities aimed at improving co-production of community safety and resilience, shaping policing strategies and resources to prevent and resolve problems in order to improve legitimacy, sustain visibility and ensuring procedural justice".*

Intensive engagement builds on existing problem solving experience and models like SARA, and 'have your say', 'world cafes' etc but intensifies and enhances those basic steps to build procedural fairness, legitimacy and confidence in policing and community resilience.

Figure 1 The LISP eight step approach to Intensive Engagement

Intensive Engagement- Locally Identified Solutions and Practices (LISP)- 8 step toolkit	
LISP step 1	Clarify the **justification** for commencing Intensive Engagement -scan what is known about the neighbourhood. What does crime and other data tell us? What are the issues identified? What is the evidence for this? Is there an evidence base for adopting as a location?
LISP step 2	What **community assets** already exist in the location? What networks and associations are there? What are the vulnerabilities are in the area? (what makes this area already mostly successful?)
LISP step 3	Who shares the problem? **Stakeholders & networks** Identify who are directly involved in this issue? (individuals, agencies, businesses, residents etc). How are all people/ agencies involved associated?
LISP step 4	Develop Problem Rich Pictures – Engage with community members to establish **how all stakeholders see the problem**? Where do the issues arise? What parts of the neighbourhood are successful? Map the results
LISP step 5	Form a **working group** made up of stakeholders who are engaged and able to make changes
LISP step 6	Develop Solution Rich Pictures –Engage the working group to identify what the **solutions look like from the stakeholders perspective?** How can they be achieved? What would the neighbourhood look like if all the issues were solved?
LISP step 7	Agree **Interventions & Evaluation** (Who is doing what, when, how, by when, what does success look like?)
LISP step 8	Establish **escalation** processes with stakeholders, authorities and agencies- what will make the interventions fails? What are you going to do about it to prevent that happening? Who will you need to approach to unblock barriers to progress?

The benefits of Intensive Community Engagement:

- PCSOs are, on the whole, already capable and experienced in community engagement
- Intensive Engagement brings a procedurally fair, consistent and repeatable process to that engagement
- It focuses effort on locations that are provide greatest calls for service and are most vulnerable
- Enriched engagement with non-statutory partners, residents and businesses
- Legitimacy and proactive visibility improves
- Improves community resilience and capable guardianship
- Allows public opinion to be balanced against victims experience and what police know to be crime problems, and challenges the stakeholders to present solutions rather than just problems.

Challenges

- Requires middle managers to be trained to understand the differences between reactive and proactive policing
- Volume of calls for service distract officers from activities that contribute to reducing demand
- Short-term and patchy community engagement services symptoms rather than causes of high levels of crime
- Shifting from tactical resource deployment to management of an LPA requires a mind-set shift rather than training in community engagement tactics

The self-evaluation survey indicates that it is still very early stages in implementation of IE, as one would expect- mostly still at the stage of making statements like: "Some crime short term data is being used as well as professional opinion. The problems in the area have been difficult to tackle. We have some existing contacts from prior incidents but we don't know what they do and what skills they have. We are making new connections with members of the public and seeking their views. We know what needs to be done, but don't have the resources to do it all ourselves".

PCSOs are comfortable with the basics of 'community engagement', but do not fully appreciate the nature of **'intensive'** engagement in the sense of sustained and detailed, long-term focused recruitment of citizen skills and resources to build resilient and capable self-guardianship. One would not expect outcomes to be evident in a few months of a pilot, and the structural context of 'normal' policing (treating PCSOs as shift officers) has limited the ability of the PCSOs to sustain their engagement. Sergeants and inspectors, where they have existing Neighbourhood Policing (NP) experience, have enthusiastically engaged with the screening stage (but lacked the data on long-term crime patterns to make decisions about which areas are most important) and in terms of escalation, although primarily to statutory partners with whom they are already familiar. Managing and engaging with non-statutory partners (such as the private sector and citizens not part of the existing charity sector), who have very divergent agendas, is a skill still to be developed, especially in terms of understanding stakeholders' interests and concerns. Where this NP experience has not been evident in middle management, PCSOs have struggled to apply their primary problem solving skills let alone intensive engagement.

3   BACKGROUND

This report provides details of a rapid review of Thames Valley Police's approach to Intensive Engagement in Neighbourhood Policing, utilising a toolkit of strategies and techniques known as Locally Identified Solutions and Practices (LISP) devised by Curtis and Bowkett (2014), in the light of national attention via a College of Policing report (Simmonds 2015) and the Thames Valley Police Strategy for Neighbourhood Policing (TVP, 2015) commissioned "to avoid a slide towards managed decline by redefining the Neighbourhood Policing role" (TVP, 2015:5).

The Thames Valley Police Strategy for Neighbourhood Policing (TVP, 2015) proposes service provision should be designed to meet, and proactively reduce four categories of "manageable" demand:

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- **Excess demand:** people asking for what they don't need
- **Preventable demand:** the result of not noticing or not acting to prevent problems occurring.
- **Shunt demand:** a consequence of reduced provision in other areas of the public sector
- **Failure demand:** unnecessary demand caused by the failure of services.

The 2015 TVP Neighbourhood Policing review points to a loss of confidence in neighbourhood policing due to a reduction in the resources available to policing and a lack of clarity about what neighbourhood policing is meant to actually achieve beyond being publically visible and assuaging the anxieties of the public.

Community engagement is defined by Myhill (2012:1) and repeated by Simmonds (2015:1) as, "The process of enabling the participation of citizens and communities in policing at their chosen level, ranging from providing information and reassurance, to empowering them to identify and implement solutions to local problems and influence strategic priorities and decisions". The term 'Intensive Community Engagement' has also been used to denote an improvement on, and **intensification** of, the existing neighbourhood policing strategies in Police forces in the UK, for reasons detailed in the LISP toolkit. Quinton and Morris' (2008) Home Office evaluation of the National Reassurance Policing Programme identifies that community engagement and problem solving has greater impact on public confidence than visibility from foot patrols.

The 'dose rate', or the extent to which community engagement has taken place, and the depth to which problems have been tackled is also an important factor. Quinton and Morris (2008) and Mason (2009) both encountered different effects on perceptions of policing between the two community engagement programmes implemented and conclude that neighbourhood policing has not been implemented fully or consistently.

Innes and Roberts (2007) suggest that highly connected individuals are key, although these are often confused with 'community leaders' who are visible (i.e. religious leaders and community activists).

The Intensive Engagement approach to neighbourhood policing, marked by a strategy called Locally Identified Solutions and Practices (LISP) is an opportunity to secure and revive neighbourhood policing based on a smarter approach to preventing and solving community problems in the most vulnerable locations in the force in a structured, consistent and legitimate manner.

The following table demonstrates how LISP operates, and how it addresses what is known (from national research) to work in neighbourhood policing in a single, consistently structured package.

Community Policing Research Evidence	Features of LISP based Intensive Engagement
In-depth understanding of people, place and problems	In-depth investigation of the police crime problem in the context of the other problems experienced in the locality
Full and consistent application of interventions	The training and subsequent evaluation of the quality of LISP work, and standard proforma
Sufficient 'dose' of intensive engagement with sufficient time	Success, i.e. depth of understanding of the problem and success of the interventions is determined by the working group rather than police timeframes
Proactive contact	Deliberate choices are made at the screening stage about the importance of the locality to policing outcomes. Process requires identification of all potential stakeholder

Community Policing Research Evidence	Features of LISP based Intensive Engagement
	groups, including hard to reach.
A group of residents	Where community organisations appropriate to the problems don't exist, the LISP process creates the social capital and networks to allow this to happen
Joint problem solving	Co-production of the problem analysis and solving stages is central
Highly connected individuals	The LISP working group is made up of highly connected and highly capable people,
Support is won	Working group members elicit a clearly understood self-interest that underpins expected successes to secure and 'win' support
Attuned to community dynamics	The rich picturing processes develop a nuanced and empathetic understanding of the community and the issues and tensions within it.
Tacit skills	Training, with the aid of the publicly available handbook, briefings to senior officers and a process of identifying the best implementations of LISP and mentoring of officers ensure that police skills are embedded and propagated across the force
Not reliant on multi-agency delivery	Where statutory partners are actively engaged, LISP provides a clear and discrete method for limited involvement. Where statutory agencies are not engaged, LISP provides a clear evidence base for Police and community to hold statutory agencies to account.

4   METHODOLOGY

- PCSOs in MK trained (n=40), relevant sergeants and inspectors briefed to support them.
- Surveys of PCSO attitudes and beliefs (n=73, inc control group), and understanding of community policing taken before, immediately after training and after nine months
- Six months of pilot implementation with 5 distinct attempts at intensive engagement
- Self-evaluation surveys (n=14) to gain insight into the extent to which officers believe IE has been implemented (dose level)
- Review of proformas from IE pilots, evaluated against a standard rubric
- Semi-structured Interviews (n=24) with PCSOs, Sergeants, Inspectors and senior leaders involved in IE pilot.

5   SURVEY DATA

The forty PCSOs to be trained in Intensive Community Engagement were surveyed using a 49 question 'likert' scale survey testing their self-legitimacy, procedural fairness and key elements of the intensive engagement process. They were surveyed immediately before the one day workshop, and at the end of the day, and again after 4 months of trialling the Intensive Engagement process. A control group of 33 demographically matched PCSOs from a different LPA who were not being trained were also surveyed at the same time.

What is most significant from the results is the extent to which the PCSOs in the treatment group (Milton Keynes pilot) scored consistently to the control group. Although
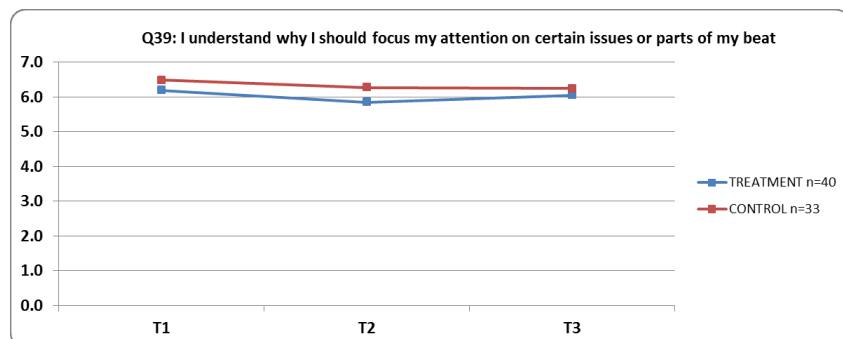
the total number of participants was small (n=73), the scores of the PCSOs in both groups were strongly similar. This indicates that there is very strong coherence in the body of PCSOs across TVP. Also, generally, the scoring of the survey questions did not shift significantly between T1 (the morning of the training) and T3 (after 4 months of implementation), suggesting that PCSO skills and experience in community engagement (but not intensive engagement) is quite high anyway, higher than other police forces, and quite consistent across PCSOs. Other forces have found significant differences in skills between PCSOs, so the LISP training serves to reinforce, and make consistent, their existing capabilities.

The survey demonstrates a statistically significant difference in the response to four of the 20 questions relating to **self-legitimacy** in the treatment cohort, and a statistically significant difference in the response to three of the 12 questions relating to understanding of **Community Engagement** techniques in the treatment cohort.

The overall pattern of the survey data also demonstrates a short-term reduction in confidence and self-legitimacy immediately after the training (T2) which is to be expected as the training is designed to tackle over confidence in police officers in thinking that they know what the community are really thinking and expecting. This is illustrated by Figure 2 below which tests the PCSOs understanding of why certain issues or locations within a beat should be the subject of intensive engagement. The treatment group (those to be trained) score very closely to the control group at T1, and then become significantly less confident at T2, immediately after the training, and then recover that confidence at T3 at the end of the pilot.

Figure 2 Example of survey data Question 39

Question 18 (I feel I represent the values of the public in my local community) indicated that following there was a decrease in feelings that the PCSOs represent the values of their communities. This may suggest that the training highlighted a greater understanding of the complexity of the community that may cause PCSOs to feel that they are feel they are less representative of specific communities' values.

Question 42 (I understand what social, economic and environmental conditions in the community give rise to the crime patterns in the estates I work on) explored the PCSOs awareness of the social, economic and environmental conditions that give rise to crime where they work. In both questions the Intensive Engagement training input may be demonstrating to PCSOs how much they do not know about the community and as such is a positive finding.

The data also indicated that PCSOs perception of their employer improved after the training demonstrating a feeling of an 'enhanced status' of the role on the basis on the training as advanced problem solvers.

The survey was unable to establish a satisfactory increase in capability for the PCSOs. This seems to be borne out in the interviews (see Section 6) where they suggested that the training did not provide 'new' skills, but instead reinforced and enhanced those existing basic skills and created a procedurally fair and repeatable structure within which to exercise those skills.

The survey does, however, indicate that it is possible to effectively implement Intensive Engagement training and that the method of swift, context specific and field based training delivery may be worthy of further consideration for other taught matter. The importance of supportive performance frameworks and the need to consider the future role of the PCSO are highlighted.

6   SELF EVALUATION DATA

A self-evaluation survey was conducted at the end of the LISP pilot phase to establish how confident the PCSOs and their managers were in how much of the process they had managed to implement. This was compared to the proforma reports on the implementation that they provided at the same time. There was a technical problem in that the format of the proforma that the PCSOs had been using was not the correct version. A newer version (that indicated that sergeants and inspectors should be tasked with collecting the data to support the decision where to undertake the LISP pilots, and undertake the escalation and evaluation stages) was not rolled out, so the later stages of implementation were limited by that.

Given that Intensive Engagement is designed to tackle long-term (3 year plus) patterns of crime and vulnerability, the tasking of the LISP pilots was not based on robust investigation of long-term crime or vulnerability data. The chosen locations were subsequently established to be vulnerable localities (with the exception of the train station), but the interviewees were unable to establish whether there were more vulnerable locations that did not benefit from the LISP intensive engagement.

Four months is not a great deal of time to create the conditions for a successful intensive engagement, especially if PCSOs are dealing with a large volume of reactive work. This is borne out in the self-evaluations, where the average level of implementation of LISP was 2.6 out of a possible score of 5. This means that the latter stages of the LISP 8-stage process have not been implemented. This is a low score, but not unexpected. PCSOs would have to have been tasked much more deliberately and intensively to achieve a greater level of implementation in the timescale available. This did not occur, so full implementation would take approximately 1-2 years at this rate of intervention. The removal of ACA and better triage and decision-making around the tasking of PCSOs daily and weekly work would have a significantly positive impact on this.

Nevertheless, in all cases, the PCSOs established new and enthusiastic responses from businesses and citizens who had not otherwise engaged with the police or had been represented in previous multi-agency work. Innovative solutions have been developed,

and shared amongst stakeholders, actively engaging those who otherwise passed the problem on to the police in creating solutions and ongoing behaviours to support the solutions. Some pilots struggled to engage the interest of the stakeholders- this was caused variously by a lack of time to sustain the effort and conflicting perspectives of the stakeholders, without the enhanced skills to resolve those conflicts. Some pilots also struggled where local stakeholders didn't have decision-making power (typically national or regional retail chains) where the escalation process was not activated and the issue taken up by senior officers.

7   INTERVIEW DATA

7.1 PCSO SKILLS AND EXPERIENCE

PCSOs recognise the basic skills and experience in themselves, especially those who worked on NP 10 years ago, with the added benefit of a structure and consistent approach that IE provides, as well as clearer strategic importance given to visibility and legitimacy in policing.

 PCSOs are confident they have the skills and experience at the tactical level, but the enhanced problem analysis and decision-making capabilities to make strategic decisions based on those tactical activities are not in place.

PCSOs who have undertaken LISPs reporting feeling more capable because the process provides a structured approach to the work they do. The negligible differences between the trained PCSOs and the control group demonstrate that the basic community engagement skills are already robust within TVP, albeit inconsistent between individual PCSOs. Older PCSOs and more recent recruits seem to demonstrate a similar community-based problem solving orientation

The PCSOs are identifying with the parts of the IE process that they are familiar with, but not yet the new parts- for example, no attempts to elicit 'what success looks like'- there was no attempt to think through what Melrose Court would actually look like if all the problems had been solved, how people would be behaving etc. This is expected with just one day of basic training. More enhanced coaching would reinforce and develop the necessary intensive engagement skills.

A few (working on a 'failed' LISP pilot) professed to being unable to understand the training or the survey terminology, but most (the most experienced, and the newest recruits) are implicitly operating in an intensive engagement ethos.

PCSOs have access to most of the demands for service through 'NICHE', but they are expected to find their own tasks and analyse the data themselves to spot patterns in their LPAs. It would be better if there were regular reviews of the data, and where it is occurring, to inform proactive rather than just reactive activity.

Demand for service versus public opinion: some attempts to gain a sense of public opinion through surveys, have your say and 'you said we did' type activities- has the effect of silencing the experience and opinion of victims but also is not representative of the general public. **IE allows public opinion to be balanced against victims**

experience and what police know to be crime problems, and challenges the stakeholders to present solutions rather than just problems.

7.2 INTENSIVE ENGAGEMENT MANAGEMENT

There was insufficient robust data to inform the sergeants and inspectors of the hotspots of demand and vulnerability across their commands. A systematic review of the LPAs to identity and establish priority areas would make the decision to invest in intensive engagement more robust.

Senior officers are, however, quite clear that IE fits closely with the new operating model and the review of neighbourhood policing. Innovations like the Demand and Vulnerability module (DAVM), and that being a part of performance discussions, and NICHE being available to PCSOs and ACA policy being removed all facilitate the use of IE to change the rules of engagement with non-statutory and community partners (inc businesses). Senior officers are picking up on the strategic paper 'Strategising Intensive Engagement' which is helping to think about where and how to deploy Intensive Engagement in their LPAs on the basis of risk, harm and vulnerability

Neighbourhoods with high demand but that have no clear and obvious crisis points are not reviewing their demand/vulnerability data to see how PCSOs can contribute to reducing that through community or statutory partner action.

Most of the PCSOs that have not undertaken LISPs in the pilot have provided examples of where LISPS could have been implemented but they were too busy responding to demands for service either related to the LISPable problem, or in non-PCSO duties, suggesting that inspectors are not valuing the strategic value of PCSOs in preventing demand. This finding is supported by Priority Based Budgeting (PBB) data which indicates that the average time spent by LPAs undertaking problem solving activity is 1.7%. (Metcalfe, 2015)

All Crimes Attended policy being removed is freeing up PCSOs from some low grade tasks, but that is not always being replaced with strategically useful prevention activities. Daily tasks (like collecting evidence from bilking) still take up a substantial amount of PCSO time, preventing them from engaging in intensive engagement.

LPAs where Inspectors see the connection between strategic crime/vulnerability patterns and community concerns on the street are best at focussing and commanding scant PCSO resources on intensive engagement.

The self-evaluation survey undertaken only works to highlight the differences between what Inspectors and Sergeants think their PCSOs are capable of, and what the PCSOs report. An incomplete data set limits that ability to triangulate PCSO/line management perceptions.

Neighbourhood police officers and other managers are not yet familiar with the IE approach to neighbourhood policing.

Need higher level 'new rules of engagement' training for police officers who are not used to managing relations with non-statutory partners like businesses and community

members (where they can't use statutory duties to require action, and where they are not bound by similar public service values).

If full roll-out occurs, statutory and strategic community partners need to be briefed as to the new model of policing.

The language of 'pilot' meant that wider impact/supporting structures were not in place- colleagues didn't know what LISP is and how it is different, and not supportive of the different strategies of policing, particularly neighbourhood supervisors

Screening, escalation and evaluation is beginning to happen but those tasked with that (Sergeants and Inspectors) have not updated the proformas with their outcomes, not providing a crucial feedback loop to PCSOs on the ground about discussions/decisions that are happening on their behalf in support of the LISP outcomes.

Opportunities to use IE are being missed- significant effort being expended on responding to bilking at motorway services or attending primary school parking issues, for example, but not being picked up as an issue above the PCSO level. Certain bulk demand patterns are taken as 'normal' rather than a source of demand that is not necessary

Where middle management are not experienced in NP, PCSOs are being treated as 'shift officers', and deployed on low grade data collection tasks (which have to be done) but without the context of 'working *on* the problems' in their area. They are too busy working through the workload to undertake activities focussed on reducing the source of the workload.

The pilots have been useful for the PCSOs to demonstrate and rehearse their skills, but they have been, on the whole, working on relatively small scale issues (short term crime patterns, not of strategic significance to TVP:MK). The next step to embed IE will be to review all crime types and hotspots in an LPA and select one or two high profile issues that PCSOs can works as teams on, perhaps across teams. This would enable the IE approach to be implemented thoroughly and in its fullest extent as an exemplar for future practice.

Intensive Engagement is now being taken up by LPA teams in Slough, around honour-based violence and FGM where lots of existing community engagement needs focussing and intensifying, in Aylesbury regarding a vulnerable area where community engagement is weak, and is being further embedded in Milton Keynes in new LISP projects.

8   DEPENDENCIES- CHALLENGES FOR EMBEDDING IE

Sergeants and inspectors with NP experience have the greatest impact on the quality of intensive engagement, and using the skills of PCSOs rather than deploying them to low grade reactive activities, i.e. LISP needs to be managed more smartly. PCSOs are not just shift officers

Removal of ACA policy (on 1st June 2016, so quite late in the process) has freed up time for PCSOs in some locations, but may be to the detriment of community engagement- need to ensure freed up time is not spent on reactive work, but on problem prevention and community engagement to spot under-reported issues

NICHE has allowed PCSOs to interrogate crime reports to identify medium term patterns, but only if they have the skills and time to do that. Sergeants are not generating demand/hotspot profiles on which the PCSOs can act

Bulk demands for service (like bilking or low value retail crime) are not being interrogated and dealt with at a business district or regional level, sucking time away from higher harm crime.

Regional and senior level contacts are not yet being made visible to the LISP process, i.e. connections and influences that senior officers are creating are not being captured for the benefit of the Intensive Engagement process.

9   CONCLUSIONS

Intensive Engagement is an effective strategy for focussing and structuring community engagement in neighbourhood policing where policing challenges are greater than the available resources. It takes time to train and implement, and is focussed on long time frames to reduce demand for service. It requires focussed and transformational leadership and integrates a team vertically from the street level to the senior officers but the outcomes in regard to legitimacy, visibility and community resilience outweigh focused investment.

The Metcalfe review suggested that NPTs can make communities safer by adopting a strategy comprised of four elements:
- **Visibility:** To reassure communities through a uniform police presence
- **Engagement:** To better understand the 'grain' of communities, their needs, assets, and resources
- **Problem-solving:** To work with other agencies to prevent and reduce demand and build policing capacity.
- **Building Resilience:** To mobilise social capital within communities.

Intensive community engagement using the LISP toolkit consistent with and contributes significantly to these four pillars of neighbourhood policing.

10 RECOMMENDATIONS

If Intensive Engagement is to become the primary method of implementing and managing NP in TVP, based on the 'Review of Neighbourhood Policing' principles, training all PCSOs (horizontally) across the force, with no other changes, will not be fully effective. Instead, it would be more efficient to choose two or three LPAs that have the most challenging performance, and focus in on two or three districts within those LPAs, and train the whole team (vertically) and support those teams to implement intensive engagement thoroughly, with specific focus on the analysis of the problems, vulnerabilities and assets in those locations first, and on escalation and evaluation.

a) Demand and Vulnerability module (DAVM) data, refreshed with a wider 'basket' of measures, should further galvanise and focus LISP activity, although the data only serves to define where the problems are, not what the solutions should be.

b) Force strategy should include some long term, demand management strategic objectives, identifying and prioritising vulnerable localities and the causes of crime in those locations

c) Priority areas should all develop properly resourced LISP-informed intensive engagement, under Inspector oversight, to ensure fully implemented LISP initiatives.

d) Priority Areas should be afforded long-term stable community policing teams and PCs and Sergeants should not be switched out of areas covered by LISPs.

e) Inspectors and sergeants to receive training on evaluating and testing the success of policing interventions (creating the evidence base for modern policing) and more focus should be made on the independent testing of policing solutions in PA areas.

f) Weeks of action and other short-term measures are an important stop-gap but are difficult to sustain and when the force (and statutory partners) withdraw, unless self-sustaining strategies are in place, the community feels worse off. Weeks of action should be done only in the context of the intensive engagement process.

g) Some areas of high response demand, like bilking and shoplifting should be subject to intensive engagement at a senior level, communicating directly with senior management of retailers, rather than at PCSO level

h) Areas of high harm and vulnerability and which have an element of community norms and practice involved, such as honour based violence and trafficking, may be conducive to intensive engagement strategies.

The pilot of IE in Milton Keynes was successful insofar as it was implemented at a basic level. The next step will be to select one location in the LPA that has the greatest call for demand, and undertake a full, gold standard, implementation with a whole team.

11 WIDER IMPLICATIONS

Recruitment of PCSOs

A well trained PCSO plays a pivotal role in stimulating the initial community engagement from which the opportunities for participation and problem solving follow. It will be necessary to explore whether the attitudes and perception of PCSOs leads to subsequent differences in behaviours, and whether those behaviours correlate to demographic differences is a potentially interesting next step. TVP may wish to consider a more targeted (and therefore efficient) recruitment and selection processes for PCSOs.

Intensive training

The Intensive Engagement training approach, involving real case study material, discussion and team-based problem-centred may offer opportunities for police training to deliver a credible, dynamic and fast-time delivery that complements or replaces existing training mechanisms such as computer based learning or attendance at distant training schools.

Performance measures

The absence of an effective performance framework for neighbourhood policing emerged as a common theme from both the review of literature, and from the descriptive analysis findings. Developing effective measures that relate to the implementation and effects of community engagement, problem solving and perceptions of legitimacy may be worthy of further research in order to enable neighbourhood policing to present a compelling case for its inclusion as a mainstream policing activity

Implementation of initiatives

The implementation of neighbourhood police training, and other new initiatives and schemes, has in the past proved problematic. Pilots and 'new ideas' receive significant resistance within implementation teams, and this is further reinforced by scepticism from colleagues. This may be influenced by the extent to which newly trained skills are reinforced by peers and immediate supervisors in the host policing area (the experimental results have created a measure of self-legitimacy that provides details of PCSO perceptions on this matter).

Leadership style

This review has demonstrated the importance of police leadership in creating an environment for Intensive Engagement and the training to be delivered. The findings imply a transformational leadership style that operates effectively beyond organisation boundaries, and encourages activity whilst dealing in areas of ambiguity. At times the leadership required to advance Intensive Engagement requires focused and visible presence in driving individual activities and the ability to negotiate and influence stakeholders. The creation of a supportive environment for others to do the same is vital. TVP may wish to consider how it may encourage, endorse and develop these types of leadership behaviours and consider how these may be developed in the TVP operational context so that current and future leaders continue to innovate and create new collaborations.
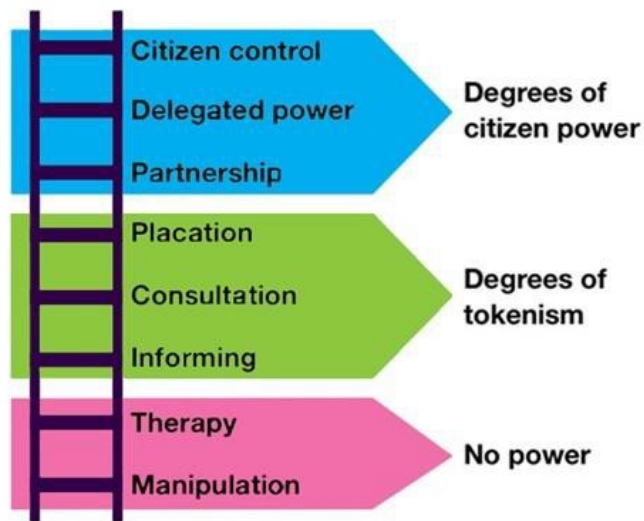
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The approach to Intensive Engagement also mirrors the approach of the National College of Policing (2015) Review of Leadership which promotes "a culture of asking questions and enabling challenge" and "increasing diversity by removing subjectivity from processes". In particular, IE tackles the problem of **hierarchical distance** between police officers and the general public by pushing neighbourhood policing up the 'Arnstein's ladder of participation' (see Figure 3 below) from tokenism in community engagement to degrees of citizen in policing- partnership, and delegated powers through to citizen control in the guide of capable guardianship, resilience and co-production.

Figure 3 Arnstein's ladder of community participation (from Arnstein, 1969)

Arnstein's Ladder of Public Participation

Citizen control	
Delegated power	Degrees of citizen power
Partnership	
Placation	
Consultation	Degrees of tokenism
Informing	
Therapy	No power
Manipulation	

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