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Preface

This manual of guidance is the culmination of a vision of Conflict Management which had its naiscence in the early 1980's. In the intervening years much discussion, experiment, frustration and inspiration has been shared with many people who have thrown brighter light, or enabled a clearer course to be steered on the development journey. Chance conversations, planned seminars, thoughtful discussions and testing research have been the hallmark of the process by which expertise, experience and best practice have been gathered together to form this manual.

The journey continues, and this manual will develop as more experience is applied, tested, assessed and re-applied. It would be impossible to name every person who has contributed to this project – they know who they are and I am eternally grateful to them. Specific mention is appropriate however, to those who at specific and significant points along the journey have provided special help. Jenny Rumble, Keith Roberts, Neil Brown, Mike Hunter, Paul Wiltshire, Phillipe Masson, Sir Ronnie Flanagan, Mike Hedges, Chris Fox, Ian Blair, John van Paasschen, Bernie Davies-McGreal, Steve Savage, Genevieve Bourdin-Coulbois, Bill Hughes, Fritz Glasl, Tony Burden.

The final thanks go to Kimberley Sadler for providing the continuity and the energy of the research, and to Ian Beckett whose vision started the whole process off.

Conflict Management

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Scene Setting

In mature democracies police organisations exist to ensure that peace is made, kept and built upon. This is achieved by reducing or preventing disorder and crime, and by taking action against those who cause disorder or who commit crimes. The success of police organisations to achieve this peace will be determined as much by the conditions which prevail in society as it will by the legal instruments within which the police operate.

The maturity of a democracy can be measured in part by the extent of the power ascribed in law to the police organisation; and by the level of accountability in a legal and moral sense that their duties attract. The degree of consent by society for policing actions, either implicit or explicit, will also contribute to the style of policing that is adopted. In keeping the peace the activities of the police go beyond that of simple law enforcement. Measures aimed at reducing the potential for conflict is a major part of the policing purpose. The police should therefore use strategies and tactics that are sufficiently imaginative and flexible to meet the changing face of demands, and at the same time accommodate the current and traditional areas of their work.

The concept of managing conflict in a policing context is well established. Fundamentally, conflict management provides strategies for intervening to prevent conflicts from happening, and where they do happen, to provide measures for their escalation to be contained or neutralised.

This manual provides a systematic approach to address the demands made on the police. It provides a range of appropriate interventions to reduce or prevent disorder and crime, or to allow it to be dealt with once it has occurred. The Manual has drawn together examples of best practice from a number of policing environments. No single member state has the monopoly on ideas, and examples and illustrations provided in this manual have been drawn from contributors within the European Union (EU) and beyond.

This manual of guidance has its origins in a meeting of public order experts in April 1998 and a subsequent police co-operation working paper (Enfopol 45/98), which related to the policing of conflict. The basic principles for conflict management were then developed through a seminar for senior police officers and officials in November 1999.

The manual achieves its aims by recognising the developments made since the acceptance of Enfopol 45/98 and by building on its core themes. Importantly the role and skills of the Peace Officer and how they differ from those of the Law Enforcement officer are explored.

1. Introduction

1.1. Citizens of the member states are entitled to fundamental rights and freedoms, which are underpinned by the European Union ethos.

1.2. The European Convention for the Protection of Human Rights and Fundamental Freedoms (the Convention of 1953) was developed to reflect the common heritage of political traditions, ideals, freedoms, and the rule of law.

1.3. The Convention of 1953 confers rights and it also confers duties on the individual citizen and on public agencies. Articles in the Convention of 1953 recognise that restrictions may be placed on the individual in order to protect the rights of others. Accordingly, it recognises that measures to protect the rights of others may be necessary in order to protect public safety, and to prevent disorder and crime.

1.4. The police have a significant role to play in supporting and protecting these rights and obligations. From the control of protest and demonstrations in order to prevent conflict, to the investigation of specific crimes, these responsibilities are part of the general police function of keeping the peace. In undertaking this complex role, a balance has to be struck. This balance must accommodate, the right for citizens to protest within a framework of order and law, and must also recognise the rights of ordinary citizens to go about their business and pleasure without unreasonable obstruction and inconvenience.

1.5. An important aspect of the development of European integration is commonality of standards and practise. In respect of policing, the third pillar of the European Union described in the Maastrict Treaty and developed by the Treaty of Amsterdam, provides for police co-operation. The purpose of closer co-operation between police forces is to ensure that citizens receive a common standard of policing wherever they travel throughout the EU. It further ensures that the police services of member states are able to work together to solve problems of disorder and crime which are of mutual interest.

2. The Function of Law

2.1. The criminal justice system in the European Union operates within a framework of law. In member states the law is a tool of social control which combines powers, procedures and sanctions to deal with crime and conflict. It also operates as a guide to citizens indicating the limits of legitimate activity and describing consequences if the law is breached.

2.2. Conflict is a feature of everyday life. Police strategies to manage conflict must be flexible enough to be able to balance the competing tensions associated with the freedoms and rights of everyday living. Whatever the level of seriousness or complexity these strategies must operate within the framework of law.

2.3.   The problems posed by robbery, terrorism, vandalism, burglary, quarrelling neighbours, football hooligans and those under the influence of alcohol, may require different approaches to deal with them. The law however provides a framework of consistent standards.

3. Conflict Management

3.1. In describing Conflict Management the Enfopol 45/98 document determined the key principle that:

"Any act that is contrary to the general public's perception of normality, or which adversely effects their quality of life, amounts to conflict."

All forms of disorder and crime are contained within this definition.

3.2. Defining Disorder

3.2.1. Disorder is a disturbance of the normal state of being. Disorder can be positive or negative in nature and police may have a role in policing either facet. Carnivals, fairs, parties, celebrations and sporting occasions can be examples of positive disorder.

3.2.2. Negative disorder is that which has a disruptive and adverse effect in society. The disorder can range from quarrelling neighbours to rioting football fans. The potential threat of crime arising from negative disorder is apparent.

3.3. Defining Crime

3.3.1. Crime may be defined as an act (or omission or state of affairs) which contravenes the law and may be followed by conviction and punishment. Crime that is officially recorded is either codified or indexed and is most often anchored in time and place, and has a clear description of the actions that have occurred.

3.3.2. Other incidents may be perceived as crime but may be more difficult to classify. This type of crime is described as contextual or tacit and is not so precise because the circumstances are not as clear as those of indexed crime. In contextual or tacit crime, an incident may be threatening in one circumstance but not another, or it might be committed in situations that are vague, or in geographic areas that are not fixed. For example, in a busy street during the daytime and with many other people about, a citizen can avoid the demands of a beggar aggressively appealing for money and so remove themselves from the possibilities for potential confrontation and conflict. However, the circumstances are different and may engender conflict, if the same actions by the beggar are experienced at night, in darkness and where the citizen is the only other person in the street.

3.4. Economic and Social Indicators of Conflict

3.4.1. In addition to behaviours that lead to conflict, other factors need to be considered. The following economic and social situations may also create the potential for conflict: -

- Poor physical environmental conditions and evidence of neighbourhood decline e.g. broken windows, litter and graffiti

- Poor transport and communications links

- Decline in social capital, evidenced by lack of trust and community spirit

- Large concentrations of young males who may be unemployed and who have no status or stake in society

- Low income work

- Poor households

3.4.2. Other social problems, such as poor health and low educational attainment, may be fuelled by broader influences of social exclusion. These include poverty, unemployment, family breakdown, truancy and school exclusions, drug-dependency and community disintegration.

3.4.3. These inter-related problems can create a vicious dynamic spiral of decline in social conditions, which in turn can drive conflict. They are indicators of the state of the quality of life and are a signpost towards potential conflict. Part of the skill in managing conflict in communities is to recognise the indicators that can harm the social and economic health of the community, and incorporate them into the solution strategy. Crimes, both codified and tacit, together with economic and social indicators of conflict provide the ingredients for developing a framework for a successful conflict management strategy.

4. Conflict Management Model

4.1. The Conflict Management Model describes the policing of four stages of conflict: -

- Normal Policing

- Heightened Tension

- Serious Disorder

- Post Disorder

4.2. The policing of each stage of conflict is undertaken at three levels of activity: -

- Reaction – responding to incidents and events **(Peacemaking)**

- Reduction – targeting specific problems to prevent their re-occurrence (**Peacekeeping**)

- Prevention – anticipating problems before they arise and taking steps to prevent them **(Peacebuilding)**

4.3. Stages of Conflict

4.3.1. **Normal**   Normality describes the state where people are able to go freely about their legitimate business without fear of being the victim of disorder or crime.   Police tactics in this normal condition are designed to protect and secure people, places, and events, with the minimum use of force.

4.3.2. **Heightened Tension**   When tensions do occur in society there is the potential that, if unchecked, they can escalate to serious conflict. Police activity should prevent or minimise this escalation and seek to return the area to its normal state of being. A state of high tension can indicate that normality has changed. If steps are not taken to address the tension it might deteriorate into serious disorder.

4.3.3. **Serious Disorder**   Serious disorder is depicted by higher than normal levels of violence and increased use of violent methods against people or premises. At this time it is most important that the police are able to contain the levels of violence being used, and that they can regain the situation with minimal danger to life and property.

4.3.4. **Post Disorder**   There will be particularly sensitive areas to recognise and deal with when levels of serious disorder begin to subside.   From the police perspective, there is a need to prevent any re-emergence of violence, to establish the cause of the serious disorder, and to investigate the offences.   Concurrent with this, a rebuilding programme in community relationships will begin which will include the police, their partner agencies and the different sections of the communities involved.

4.4. Levels of Activity

4.4.1. **Reaction**   When the police are called to deal with an emergency the most common form of reaction is to attend the scene and take action, following appropriate procedures, according to the type of incident they face. Police also have a duty to respond to incidents that they witness. In each case where there has been a disruption of the peace, police intervention should be early and effective. This activity is that of re-making the peace or **Peacemaking**. Sometimes this will require more than just a police reaction and the most effective response might be to call upon the services of other agencies. This allows for the incident to be dealt with by the appropriate agency at the outset, and permits wider access to longer-term problem solving activities.

4.4.2. **Reduction**   This is aimed at reducing the number of reported incidents that require police attendance. To achieve this an analysis of incident and crime data is undertaken and specific problems are identified. This process is known as **Peacekeeping** and includes activity to reduce the re-occurrence of incidents.   All such activity is targeted, particularly where vulnerable people and premises are identified through analysis and profiling of the data gathered.   Where police enforcement activity is required it is undertaken by officers specifically trained and skilled in problem oriented tactics.

4.4.3. **Prevention** In addition to crime and incident analysis, intelligence and information is also examined to predict and therefore help prevent conflict behaviour. Intelligence in a police context relates to information that is generally refined and corroborated. It is usually focussed on tackling criminal behaviour but it can also be a tool for helping to maintain the peace. Combining information on contextual crimes with economic and social indicators of conflict helps to indicate where conflicts can be anticipated and prevented before they arise. This activity is called **Peacebuilding** and it drives conflict prevention activity that can ultimately increase community confidence and reduce future demands on the police service.

4.4.4. Peace Officers

The individuals or groups who undertake these activities are described as peace officers. To allow the Peace Officer to act effectively in the four stages of conflict and the three levels of policing, a combination of skills must be acquired. The experienced Peace Officer is able apply to combine and apply the appropriate skills required according to each unique set of circumstances.
The Core Skills for the Peace Officer are:

- Intervention
- Investigation
- Problem Solving

4.4.5. Intervention

When a Peace Officer makes an intervention, he or she is seeking the most appropriate resolution to a conflict. The Law Enforcement officer in handling conflict can be limited to enforcing the law and applying powers to achieve a legal remedy against one party or the other. The Peace Officer has wide powers of discretion and is therefore able to negotiate to achieve solutions. This is essential, as Peace Officers may not always be empowered by law. They may be individuals who are formally appointed or self-appointed as guardians of the community.

For Peace Officers the skills of intervention, and those of investigation and problem solving are complimented by using the model of conflict management and ethical standards as a framework within which to operate (see paragraph 7.2.). Interventions are made to protect and secure an individual, a place, or an event. To achieve this minimum force is used. (See effective intervention at paragraph 6.1.1.).

4.4.6. Investigation

An investigation is undertaken by Peace Officers to determine the causes of a situation and to secure evidence when there may be a need for a criminal or civil remedy. An investigation must always be a search for the truth. Searching for the truth with the truth is one of the four ethics of the Peace Officer (see paragraph 7.2.9.). In an exclusive law enforcement culture circumstances often dictate that evidence must be secured to proceed with a prosecution. The consequences of this may be that the focus of investigation rests solely on the search for evidence to prove an allegation. Other factors, which may also lead to the truth of a situation, could be overlooked. Investigations must at all times be fair and reasonable (See paragraph 7.2.8.)

4.4.7. Problem Solving

Peace officers apply problem solving skills to each situation that they encounter. The key to effective problem solving is in recognising the distinction between the symptoms of the problem and its causes. When the symptoms are prioritised and addressed, a clearer view of the cause of the problem can emerge. As core issues are then identified, resolution of the fundamental origins of the problem can be achieved. (See paragraph 6.6, figure 6, Case study).

4.5. Conflict Escalation

4.5.1. The Conflict Management Model identifies changes in the circumstances that can escalate a conflict from normality to serious disorder. Normality itself is a perception of the day-to-day environment. The phrase used in the Enfopol 45/98 document to describe normality is 'status quo'. Status quo also reflects the perspective by which society usually meets and deals with conflict, which can escalate and de-escalate according to conditions and interventions.

4.5.2. In society there is a general desire to maintain stability in communities. This allows people to live harmoniously, and accommodates the rich diversity that exists in a modern society. The Conflict Management Model flexibly accommodates this diversity.

4.5.3. Understanding how conflict escalates is an important component of Conflict Management. By recognising the many low-level indicators of potential conflict, interventions can be introduced to prevent future problems from arising. Also, by understanding how behaviours and attitudes can change as conflicts escalate, the most appropriate interventions can be introduced at the right time.

4.5.4. Conflict Management is about problem solving and getting to the causes of public concerns. In all cases, policing should seek to address the causes of problems and not simply react to the symptoms. Achieving this may mean a change to policing culture and styles. Addressing the causes of problems is made more viable if it is not solely a police activity (see section 8 on Partnerships). Such an approach will ensure that police performance is more effective and that public demands are more likely to be met. (See sections 5 on Policing and section 7 on Cultures).

4.5.5. Policing is a twenty-four hour a day service. Accordingly, it is important to ensure that in carrying out their role, police are not distracted by inappropriate demands. This is because it can lead to an overloading of police resources, resulting in their capacity to respond being compromised. Overloading and distraction from core business can also mean that many incidents that are precursors to disorder and crime are overlooked, and the necessary opportunities for conflict prevention techniques are missed.

4.5.6. Experience has shown that where 'quality of life' issues that are detrimental to a neighbourhood or community remain unchecked, disorder and crime often follow. Additional resources then need to be identified to resolve these fresh problems. Those types of quality of life issues include: -

- Minor damage

- Nuisance youths

- Abandoned vehicles

- Graffiti

- Litter

- Anti social behaviour of neighbours

- Un-repaired buildings and street furniture

4.5.7. These and other indicators may point to the slow deterioration of quality of life in an area. Levels of discontent with police and other authorities, or apathy towards any solution being offered to address local problems, can reflect other quality of life features. These conditions and behaviours can be described as 'cold conflict'. Poor media representation of a locality or event, and changes in community contribution in terms of self-help, are also signs of potential cold conflict.

4.5.8. Community self-help is an important indicator as it demonstrates both ownership and responsibility. This is evident in many guises, from the drawing together of people to cope with disaster or tragedy to the local community, voluntary and charity activities. Importantly, the community structures, and the people involved in them, can help to resolve tensions and relieve the potential for disorder. Taking action to deal with quality of life matters is as important a part of normal policing as is the investigation of crimes, enforcement of traffic laws and responses to incidents and emergencies.

4.5.9. Normal policing deals with the status quo and should aim to prevent any escalation into what is termed 'high tension'. Adoption of 'normal' policing activities can also effectively assist in the de-escalation of conflict. It is achieved by containing unstable situations and putting policing energy into preventing further deterioration of circumstances.

4.5.10. To identify changes to normality a system of tension monitoring needs to be in place. Tension indicators are a vital part of any information and intelligence system. (See section on intelligence Paragraph.7.3). Tension indicators include nuisance factors in a community like vandalism, abandoned property, derelict buildings, beggars, drunks and drug dealing which, if left unchecked, can lead to a decline in the general safety of an area and can encourage more serious conflict.

5. The Demands on Policing

5.1. Policing is an activity that deals with disorder and crimes that have occurred within the community and which also takes steps to prevent anticipated problems from occurring. However, policing is not an activity exclusive to the police, nor should it be conducted in isolation. (See section 8 on Partnership).

5.2. There are many different approaches to the policing of diverse communities and cultures. As technology advances and the world becomes a smaller place, the acts of the criminally minded can impact on larger numbers of people. From the individual whose criminality is organised and who seems constantly to evade justice, to the irritation caused to many by the anti social behaviour of a few, conflicts can be engendered from a wide spectrum. The use of proven conflict management strategies can challenge these behaviours, increase society's ability to tackle them, and contain unnecessary demands on police organisations.

5.3. It is important that the role of the public in policing themselves is recognised and acted on. Very often, with guidance and information, individuals and communities themselves can be encouraged to resolve conflicts lawfully. The expectation of the police service is that it intervenes to keep the peace when solutions are beyond the exclusive capacity of individuals and communities. In most cases, communities allow this policing by consent. It is the nature of democracy that policing in the style advocated by the Conflict Management Model is allowed. Police are given powers to maintain order and to act against those who break the law. If there is an abuse of that power, public opinion of policing will change and public support for it will diminish.

5.4. Law enforcement on its own is not always the most effective form of policing. Difficulties arise with this style of policing when the level of demand for police response outweighs the resources available. If this starts to happen the police organisation enters a "reactive spiral", constantly seeking to respond to demand from wherever it arises. Whilst an expansion of capacity could be desirable the police and other public services rarely have this option because their funding is limited. Therefore, they have to find other ways of meeting increased demands to avoid situations spiralling out of control.

5.5. Levels of Policing

5.5.1. In acknowledging that the reactive style of deployments has limited effect, the Conflict Management Model, with its three levels of policing, offers a solution to the "reactive spiral." The three levels of policing are **Peacemaking, Peacekeeping** and **Peacebuilding**. They form an almost seamless progression of activity to manage conflict, using skills of intervention, investigation and problem solving.

5.6. Peacemaking

Most public expectations of police are centred on activities such as: -

- Dealing with localised disorder – often alcohol and violence related

- Investigating and detecting crime

- Bringing criminals to justice

- Responding to emergencies

- Dealing with other problems

This activity is described as **Peacemaking** in the Conflict Management Model, this generally involves making an early and effective intervention, often after incidents have occurred, to apprehend offenders and restore an area to a state of normality. It applies to people, places and events. If interventions are not made at this stage opportunities for crime and conflict will further develop and disorder and crime will occur.

5.7. In these situations traditional policing methods usually apply resources to tackle the symptoms of a problem rather than the causes. This may involve an arrest or some other procedure. Dealing with these symptoms will often produce a cycle of increased demands and, because the origins of problems are not solved in the long term, resources will be increasingly tied into a process that has limited effectiveness.

5.8. The following case study illustrates this point.

Complaints about young people, who are gathering in groups in public places, are made locally. Their behaviour is noisy, full of bravado, and is less tolerant of the needs of others. Their behaviour adversely impacts on local residents, business people and those using the area for recreation, who begin to feel uncomfortable about the intimidating presence of the young people. This is especially true of the elderly and other vulnerable groups. Eventually somebody calls the police. The police attend, give advice and move the young people away from the area. The police then withdraw, and often the young people will promptly return. Police may again be called and may re-attend. The young people may continue their behaviour and may also move to new areas. Police may be called there as well. Nothing so far has happened to prevent nuisance behaviour by young people, other than short-term police presence. The nuisance behaviour may also give rise to instances of theft, graffiti and possibly damage.

This cycle of disturbance, complaint, and police response can continue for some time. Combinations of some or all of the following are often the consequences. The police continue to receive calls, attend, advise and leave. What the community sees are the police apparently doing nothing. The police feel frustrated that they cannot do more, and their approach can easily become one of apathy. What the young people experience is an increasing sense of confidence because nothing significant is done about their behaviour and, overall, a cycle of decline begins. The police, in seeking to apply a solely law enforcement approach, can quickly become overwhelmed with the increased work demand which apparently produces little result.

5.8.1. It must be recognised that in the circumstances given in Figure 1, an initial reactive approach is important. The public has an expectation that the police will respond effectively to emergencies and calls for help and that the response will be prompt. (This **Peacemaking** intervention is also referred to more fully in Appendix 4 of Enfopol 45/98). However, Conflict Management as a policing strategy extends beyond the reactive deployments often associated with **Peacemaking**.

5.8.2. Conflict Management promotes the empowerment of local people, including the local police officers, to take responsibility for solving problems they encounter. Some of the early steps in solving the problem described above would be to ascertain why the youths congregate in a particular place and what they would rather be doing. This is not necessarily the role for the police officer, and a Youth Service or a Recreation Department, assisted by other partners could probably handle it better.

5.9. Peacekeeping

5.9.1. **Peacekeeping** is the activity applied in maintaining a level of stability in community areas. It achieves this by reassurance, deterrence, and disruption of offending behaviour. **Peacekeeping** activity in the example above would be illustrated by pre planned and intelligence led police activity. This might be aimed at targeted patrolling of the area concerned, dealing with anti-social behaviour in a planned way, and identifying group leaders and antagonists for further intelligence development.

5.10. Peacebuilding

5.10.1. The next level, that of **Peacebuilding**, is probably the most complex in terms of social interchange and can have far-reaching and long-term consequences. **Peacebuilding** is about building sustainable links between the community, police and other partners, to provide reassurance, especially to vulnerable places and people, and a reduction in the potential for crime and other conflict. In Figure 1 for example, the involvement of a youth worker in the area might lead to the creation of an agreed "code of conduct" for the particular group of youths to adopt for their location and behaviour. It could also extend to the provision of facilities for the young people or their involvement in local activities.

5.10.2. **Peacebuilding** is designed to promote reassurance, confidence and protection. The police activity may feature regular patrols and safety checks on the area and may also seek to encourage the establishment of local neighbourhood watch organisations. These circumstances also promote the opportunity for greater co-operation between police and young people. This is very important in developing future relationships between the public and the police and should assist in the development of the young people in terms of citizenship and their role shaping the future of society.

5.11. Many police organisations have recognised the difficulties encountered in providing a purely reactive policing service and have extended their responses to include problem solving techniques. Background knowledge is an essential component in problem solving styles of policing. Local knowledge in particular is more readily attainable through the deployment of police officers on a local basis. The policing styles termed 'Geographic', 'Neighbourhood' and 'Proximity' are examples of the steps being taken to move away from short-term reactive responses. These styles of policing all seek to place officers in communities with some specific local responsibility for policing. Officers become better acquainted with their areas of responsibility and through ownership become more able to resolve local issues in partnership with their community.

5.12. The Conflict Management Model encourages police services to respond to demands flexibly. Close contact with the community is essential and the police should be in a position to engage community members to actively support policing efforts and reduce the reactive demands on their resources. Patrol based policing will often provide an opportunity to develop fresh, problem solving approaches to traditional demands.

5.13. Until some initial reduction on demand is made, conflict management following the proposed model will not be fully achieved. This is because a reduction in demand in the long term often means an increase in effort in the short to medium term. This apparent increase will remain until problem solving deployments settle down and start to produce real reductions in demand indicating that the community is becoming more confident and self maintaining or that at least it requires less attention. The increased effort comes from tackling matters that are currently ignored or not addressed fully, exploring other quality of life issues, and reducing the expectation that the police will solve all problems referred to them. Police activity should also develop information about the patterns and trends of local issues. This can best be achieved through increased partnership, technology, and locally placed and informed officers.

5.14. Some problems to be solved have a great impact on resources. For example, a prolific criminal or the particular demands of regular disorder may require specific and dedicated resources, like those of a surveillance team or a specially trained public order unit. By accounting for the amount of time and resource expended by reacting to high demand problems under the existing policing system, the potential benefits that could be accrued in providing a sustainable solution to the problem can be identified.

5.15. If conflict management as a concept is to succeed, the policing style must be able to provide and support sufficient police local resources to be able to identify causes of problems and permit proactive solutions. For example, there must be sufficient, up to date intelligence available to inform patrolling officers. This is acquired through information systems that allow for analysis of incident and crime data. For a wider picture and understanding of the problem, information and data from partner agencies should be included in the analysis. All the available information should be considered when the problem solving process is being undertaken.

5.16. At its most effective, conflict management will result in a long-term reduction in demand on the police. This is achieved through the tactical use of partnership, application of intelligence and information, and the deployment of locally placed officers.

6. Methods of Approach

6.1. <u>Normal Policing</u>

Peacemaking, Peacekeeping and Peacebuilding are strategies within the Conflict Management Model. Each has a series of tactics that can be used to deal with disorder and crime, resolve other conflict, and build more stable communities. The following diagrams show the four main policing scenarios seen in the conflict escalation process. They are normal, heightened tension, serious disorder and post disorder. For each scenario there are a number of tactics recommended to implement the Peacemaking, Peacekeeping and Peacebuilding strategies of policing.
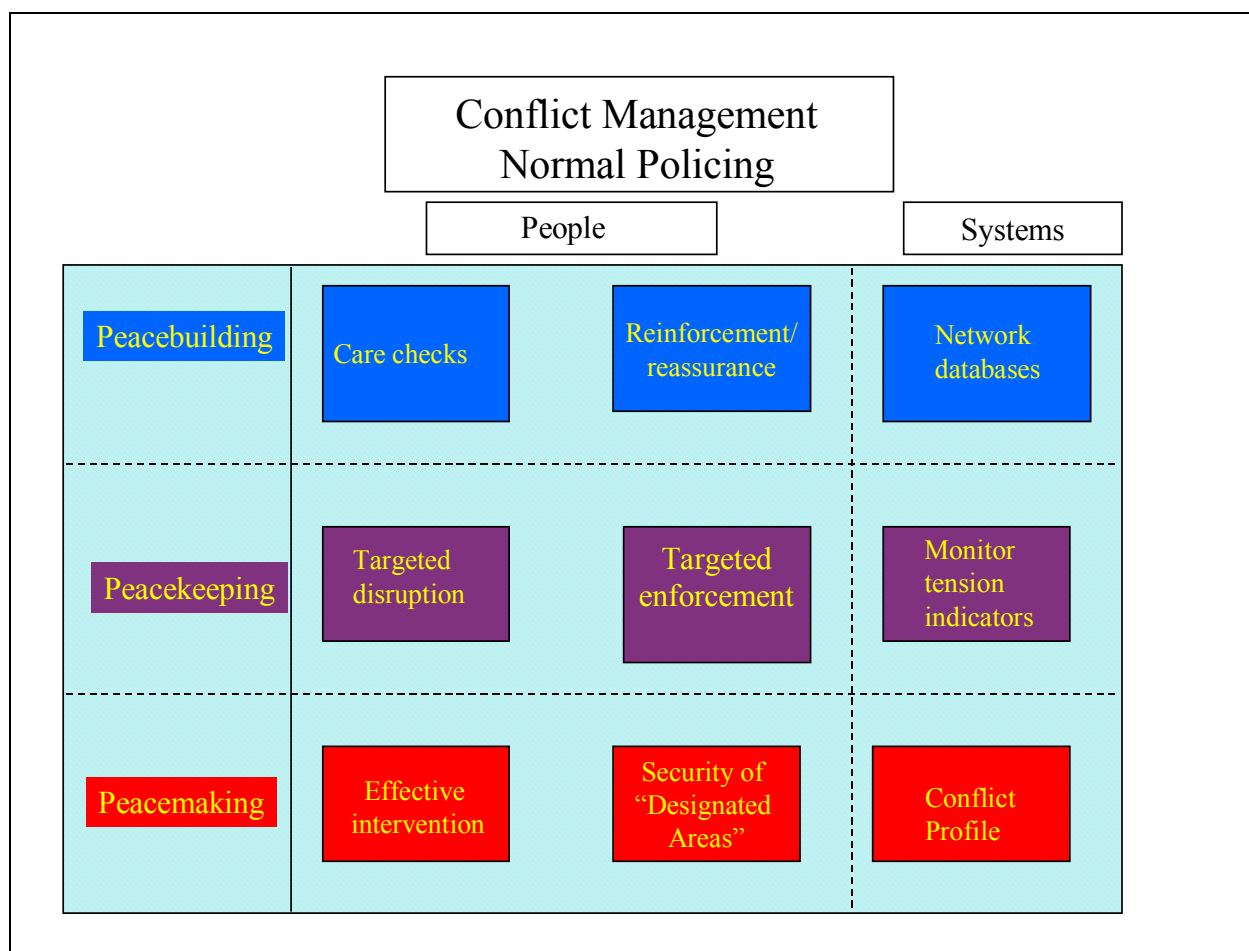
	Conflict Management Normal Policing		
		People	Systems
Peacebuilding	Care checks	Reinforcement/ reassurance	Network databases
Peacekeeping	Targeted disruption	Targeted enforcement	Monitor tension indicators
Peacemaking	Effective intervention	Security of "Designated Areas"	Conflict Profile

Figure 2

Peacemaking

6.1.1. Effective Intervention

This is about intervening at the right time with the right approach. If an intervention is made too early the understanding of the scenario may be inadequate. Also any action taken could be inappropriate for the circumstances. Up to date intelligence and information will assist in achieving effective intervention. Intervening inappropriately for the circumstances or too early or too late might for instance mean for instance that the opportunity to apprehend an offender is lost, or a potential disorder situation is inflamed.

6.1.2. Security of Designated Areas

Police resources are rarely sufficient in number to be able to provide the same level of service across a geographic area. Identifying "designated" areas enables prioritisation of activity. This identification is made in agreement with partner agencies having considered all the information available and not just police data. In Peacemaking a rapid response to incidents at designated safe areas demonstrates the enhanced level of security determined for those areas. Common areas that become designated could include business/retail centres, recreation areas and those places that attract the potentially vulnerable in communities such as hospitals, schools and playgrounds.

6.1.3. Conflict Profile

When seen in isolation, incidents might be judged as insignificant, or worthy of little attention. Where they are assessed together, however, a clearer pattern of problems may emerge. Paradoxically serious disorder can also be initiated by a single incident and the police must be alert to this as well. There are also some locations that because of previous history become prone to an exaggerated reaction, both in report and in response to an incident. Knowledge and understanding of these locations and incidents will assist police in planning response for future demands. The knowledge will also assist targeted disruption activities and enforcement campaigns.   Most importantly it will identify key areas for care checks and reassurance activity. A profile of the geographic area showing current status and potential changes in relation to people, places and events will allow continual monitoring and updating to occur.

<u>Peacekeeping</u>

<u>6.1.4. Targeted Disruption</u>

One of the core skills for Peacekeeping is investigation. Investigation generally demands a search for the truth through specific lines of enquiry, and activity focussed on offenders and suspects. This method allows police officers to target people, places and events in order to reduce conflict. Disruption includes activity such as stopping and searching individuals and vehicles, which must be conducted lawfully at all times. It cannot therefore be random activity but, rather, work that is supported by intelligence and which
will often be complimentary to other goals.

<u>6.1.5. Targeted Enforcement</u>

This is geographic or time bound specific activity. It might be focusing on countering undesirable behaviour, which could include speed checks on a road with high numbers of vehicle collisions, or searching people for weapons as they enter a football match. As with disruption, the targeted aspect of this tactic means that random activity should be an exception, thereby allowing citizens to enjoy their individual human rights.

<u>6.1.6. Analyse Tension Indicators</u>

Tension indicators are drawn from a variety of sources including information and intelligence from policing systems used on a daily basis. Events can be analysed and targeting made possible through a deeper analysis of what is currently happening. Monitoring cold conflict indicators and combining these with disorder, crime, and event analysis allows forecasting of increasing tension. The quality of this monitoring process is enhanced if social information such as demographic data is added. Monitoring and analysis provides the police with a planning tool for disruption and enforcement action.

Peacebuilding

6.1.7. Care Checks

When policing is conducted in partnership with the community, maintenance of the partnership is delivered in part through Care Checks. Individual officers should build and maintain community links in their own specific geographic areas of responsibility. This includes seeking out those who play a part in helping others in the community. As links are created the police can more readily engage the community in policing and joint activity to resolve problems can begin.

6.1.8. Reassurance/Reinforcement

This is another aspect of the maintenance process. Reassurance patrols and visits are undertaken at designated safe areas. Reinforcement should be conducted as a back up to previous targeted enforcement campaigns. The presence of a uniformed officer at such locations serves to remind the community of an earlier campaign and reinforces the desired conditions of confidence and stability.

6.1.9. Network Databases

This refers to internal and external databases and relates to ensuring and confirming compatibility for information sharing. Sharing of information should be a continuing activity, encouraging a thorough understanding of events that impact on community stability. Attention should be paid to the requirements of data protection legislation to ensure that sensitive information is only handled by appropriate people or organisations
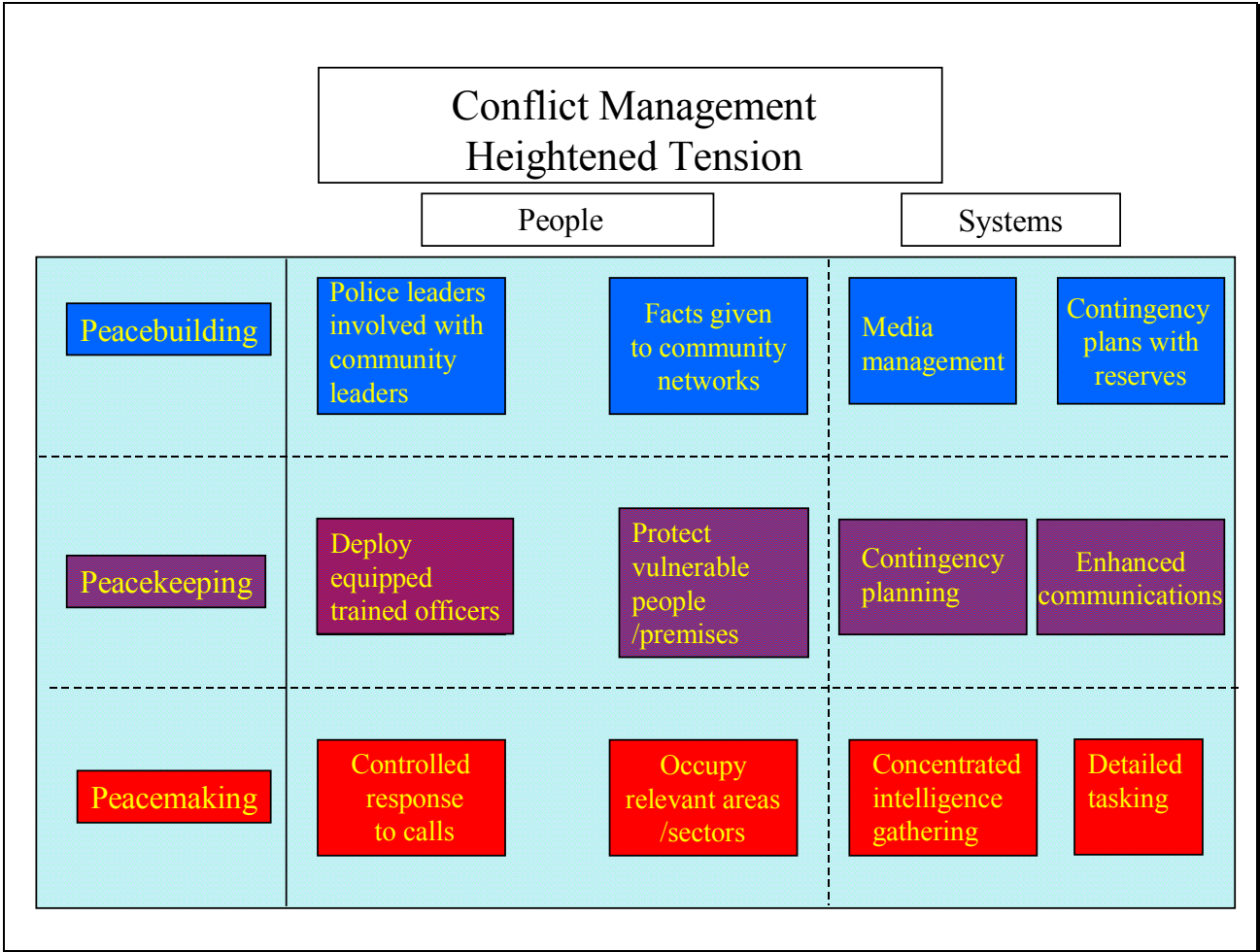
**Conflict Management
Heightened Tension**

	People		Systems	
Peacebuilding	Police leaders involved with community leaders	Facts given to community networks	Media management	Contingency plans with reserves
Peacekeeping	Deploy equipped trained officers	Protect vulnerable people /premises	Contingency planning	Enhanced communications
Peacemaking	Controlled response to calls	Occupy relevant areas /sectors	Concentrated intelligence gathering	Detailed tasking

Figure 3

Peacemaking

6.2. Heightened Tension

6.2.1. Controlled Response to Calls

When tensions are heightened the aim is to reduce them and return the area to normality. The tendency to increase the level of response to calls when serious disorder is anticipated should be resisted. Each response must be a measured response, taking care to check intelligence and information to ensure that any interventions made are effective and not likely to exacerbate the situation. It is equally important under such circumstances that any police activity is proportionate to a threat or perceived threat. It is easy for the public to perceive that police are heavy handed in these circumstances and this might provoke a disproportionate public response at any attempt to return to normality.

6.2.2. Occupy Relevant Areas/Sectors

Where tensions have increased to the extent that serious disorder is anticipated, visible patrol is important to increase reassurance and enhance the intelligence and information gathering process. It will also dissuade potential participants. Decisions at this time might include consideration of re-deployment of police staff either from other geographic areas or from non-visible roles, in order to ensure that this occupying tactic of visible patrol is successful.

6.2.3. Concentrated Intelligence Gathering

Intelligence gathering systems need to reinforce and support the very specific nature of operations conducted at this stage of Conflict Management. These specific issues might be concerned with dealing with particular individuals or groups who are central to unlawful behaviour. Systems need to be flexible enough to concentrate simultaneously on wider issues. Events happening elsewhere which may not seem connected to the disorder can have an impact on its escalation or reduction. They can provide either an unanticipated opportunity to resolve conflict or give an indication that the situation could deteriorate further.

6.2.4. Detailed Tasking

The level of intelligence gathering conducted should support detailed and specific tasking around people, places and events. As much detail as possible is essential to ensure accuracy of both controlled response to calls and occupation of relevant sectors/areas. Each patrol or deployment of officers should have a clear understanding of what its aims and objectives are.

Peacekeeping

6.2.5. Deploy Equipped and Trained Officers

The tactics used in high-tension situations should be undertaken by a core group of officers who have been trained specifically to deal with such circumstances. These officers can be drawn from those who normally police the area on a daily basis. Other local colleagues may support them. They should be deployed with equipment that is sufficient to assist them in their role of maintaining control. Tactics and equipment used must be proportionate to the threat against them and those they are protecting.

6.2.6. Protect Vulnerable Premises

Designated safe areas should have been determined already. Vulnerable premises also need to be identified. These might be the cause of the heightened-tension, for example a building where animal experiments are conducted, or the homes of family members of a suspected child abuser. Consideration should be given to the manner in which the protection is provided so that attention is not drawn to the location. The equipment and officers needed to achieve this protection will be determined by the intelligence and information available.

6.2.7. Contingency Planning

Police leaders should be assessing the potential outcomes of the situation and preparing for either a return to normality or an escalation to serious disorder. In each case contingency plans need to be made to manage the process. Part of the contingency planning for an escalation of disorder would need to include evacuation plans to move non participating public from the areas concerned and deploy additional staff to provide security.

6.2.8. Enhanced Communications

This includes communication with the community through the use of public address systems, radio broadcasts and other forms of technology. It also allows for police organisations to communicate with their own staff to ensure that the correct levels of officers for the circumstances are available or can be contacted for deployment.

Peacebuilding

6.2.9. Police Leaders Involved with Community Leaders

This involvement should be a continuing part of the normal policing process, at times of increasing tension it must be more intense and possibly more public. This level of partnership, providing very open and public dialogue is aimed at reducing community tension at every opportunity. The negotiation process around difficult issues is important, and a public demonstration that all parties are working to achieve a viable solution to the problem is a valuable conflict management tool.

6.2.10. Facts given to Community Networks

Part of the aim here is to counter any misinformation or speculation that is adversely impacting on community behaviour. Where information is withheld there is a tendency for suspicion to arise. This can feed the conflict escalation process and may increase the divide between law enforcers and the community they serve. Acting on facts rather than supposition places the influential members of the community in a strong position to slow down and even reverse the escalation process.

6.2.11. Media Management

Management of the media should be based on delivering an unbiased account of the issues to the public. Often overlooked, this element of disorder management should be a priority for the police to ensure a balanced view is presented. The balance is achieved through the police working in partnership with the community, and focusing on positive achievements for increased reassurance. (See Media/Communication issues Para. 8)

6.2.12. Contingency Plans with Reserves

Consideration must be given to the worst-case scenario at this stage and plans formulated to deal with such an eventuality. This may mean early warning of other specialists or military support to maintain control. These reserves must have a clear understanding of their role and should be aware of the contingency plans at the earliest opportunity. They should be notified of changes to plans as the situation evolves and should have background information concerning the causes of the disorder.
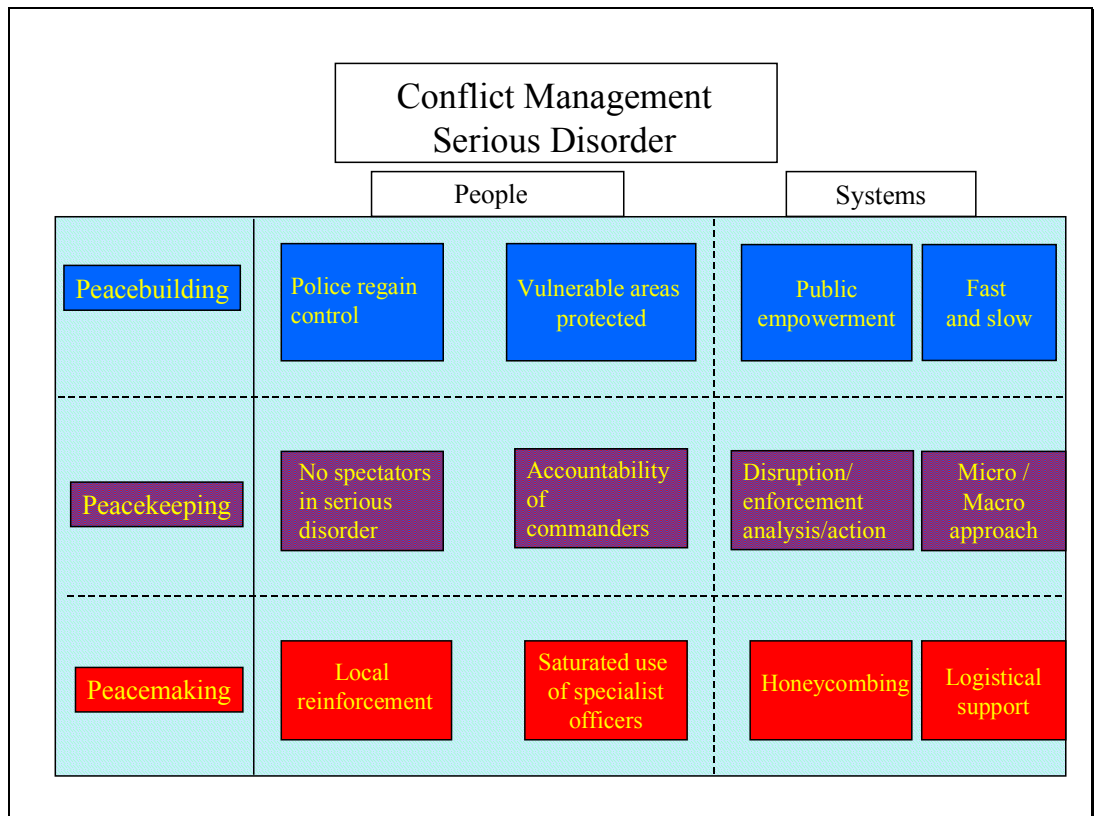
Figure 4

6.3.   Serious Disorder

Peacemaking

6.3.1. Local Reinforcement

Additional local officers will be brought into the disorder area to support the activity described in the contingency plans.   This deployment should happen rapidly when serious disorder is anticipated. Officers will be made aware of the background to the disorder and the plans to return the area to its previous state of stability. They act as information conduits, feeding information and intelligence to local control centres and passing factual, accurate information to the community.

6.3.2. Saturated use of Specialist Officers

Specialists are trained in current "order control" practises and in the use of a range of specialist equipment to support that activity. These officers should be sufficient in number to contain the core disorder locations and the immediate adjoining areas. Local reinforcements that are not trained in specialist tactics and equipment should be deployed to locations outside the serious conflict areas.

6.3.3. Honeycombing

This is the system that supports the deployments described above. It encourages movement of resources to the most appropriate location according to demand and skill level, and allows for back filling by other officers normally from outside the immediate area. Honeycombing is an organised movement of entire resource groups to provide support where it is most critically needed.

6.3.4. Logistical Support

Police leaders and commanders will have identified logistics as an issue in the contingency planning process. Such support must be initiated at the early stages of serious disorder to ensure efficient functioning of the entire operation.

Peacekeeping

6.3.5. No Spectators in Serious Disorder

This serves to reinforce the earlier reference that contingency plans will need to include the consideration of evacuation of members of the public and protection of their property. Academic research suggests that the "crowd" in riot situations undergoes a change of character and that people will react to their surroundings and circumstances in an unpredictable manner. The public and bystanders should be given a viable opportunity to leave the area. If they refuse, their presence can be seen as potentially contributory to the entire event.

6.3.6. Accountability of Commanders

Police commanders must be clearly accountable for their policing of communities. They must be able to gauge what is happening and how officers working under them are able to respond. This level of accountability does not automatically seek to apportion blame if things go wrong. It does however seek to ensure that police commanders together with community leaders and other partners can justify the actions taken.

6.3.7. Disruption/Enforcement Analysis and Action

As the serious disorder continues, analysis opportunities increase. This has to be acted on and good practice shared. This will speed up the process of regaining control. The key element is continual interpretation of events and action on intelligence.

6.3.8. Micro – Macro Approach

When dealing with serious disorder it is important to be alert to the possibility of becoming too insular in outlook and neglecting other external events that can impact on the current disorder scenario. Similarly, the current disorder scenario might have an unexpected impact on events elsewhere, including other parts of the world. Local, national and international issues may have to be considered when moving through the disorder scenario towards resolution. Failure to do so could mean that peace is only achieved in the short term.

Peacebuilding

6.3.9. Police Regain Control

This is a primary goal in any serious disorder situation. It should not be control to the extent that it impinges on the democratic process, but should be sufficient to allow the community to return to its former state of normality. An ideal situation would be to return the community to an increased state of stability when compared to its previous state of normality.

6.3.10. Vulnerable Areas Protected

As offenders are removed from public areas and a return to the status quo is indicated, vulnerable areas will require continued protection until the community once again 'owns' them. This will mean a continued presence of highly visible police officers in actual and potentially vulnerable areas.

6.3.11. Public Empowerment

Continued public empowerment is essential during serious disorder, and it should not be removed, and then returned when things have calmed down. The police should not seek to act in isolation. Where for example, community leaders act in a way that has a positive impact on the reduction of disorder, they should be encouraged and supported. Often, one individual can make a significant difference to a situation. Where empowerment exists, resentment or subversive actions are unlikely to be fostered. This can have a positive effect in rebuilding communities when disorder has subsided, particularly as empowerment is linked with accountability.

6.3.12. Fast and Slow

The tendency will be to concentrate on fast time issues at times of serious disorder. Every effort has to be made to allow slow time problem orientated policing to continue in order to assist a full recovery as the community returns to normality.
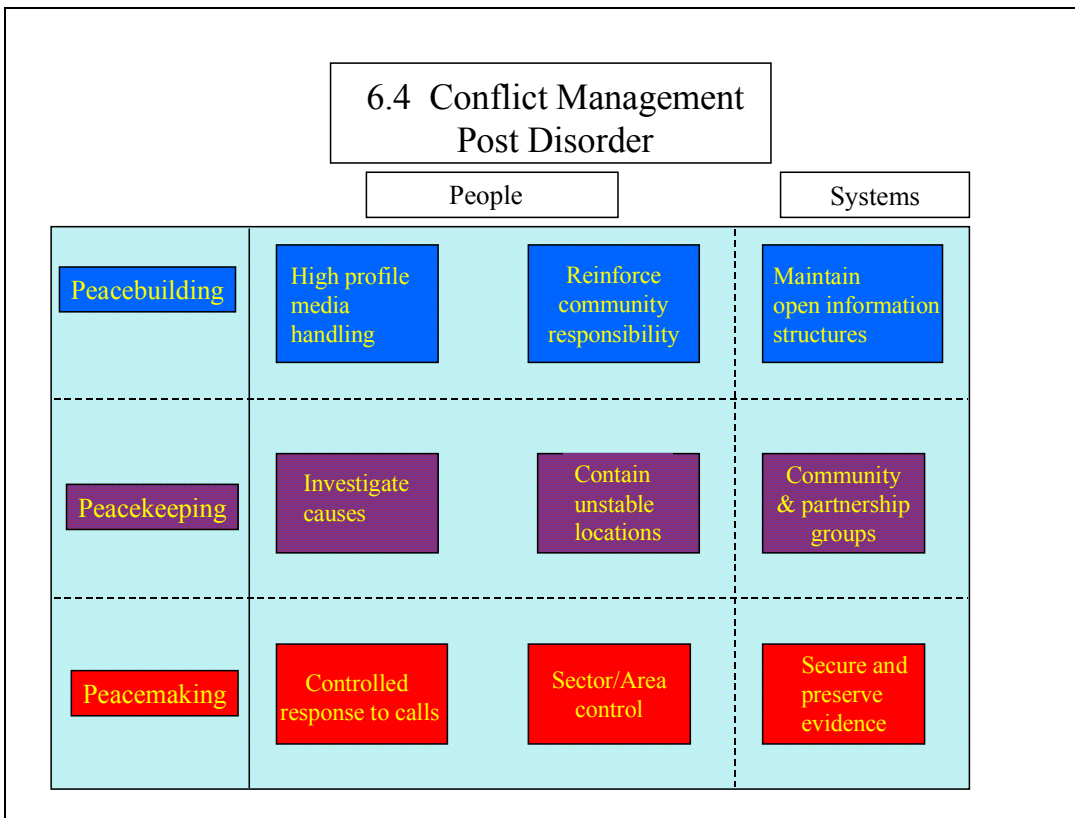
Figure 5

Peacemaking

6.4. Post Disorder

6.4.1. Controlled Response to Calls

The temptation to rush to every call must be tempered by considering all external factors. It may be more appropriate to deploy a local community officer than to send one who is in the area still performing duties in respect of the protection of vulnerable premises. Individuals who have an understanding of the high-tension situation should oversee the control of assigning resources, taking into account the serious disorder scenarios, so that a balanced approach can be taken.

6.4.2. Sector/Area Control

This is a process of re-affirming the control of specific geographic areas and managing the hand-over process, back to the community that want to live there peacefully. The community will need continued reassurance throughout.

6.4.3. Secure and Preserve Evidence

Serious disorder means that crimes have been committed. There are two reasons for investigating the offences. First, to bring offenders to justice, and second to investigate the causes of the disorder in order to prevent any repetition. Steps need to be taken at the earliest opportunity to ensure the preservation of both evidence and crime scenes. Much of this will take place concurrently with the ongoing disorder, and special protection measures may therefore be required.

Peacekeeping

6.4.4. Investigate Causes

Securing and preserving evidence includes analysing the area profile and police responses to determine the causes of serious disorder. It also means taking steps to ensure a criminal investigation into perpetrators of specific crimes are conducted.

6.4.5. Contain Unstable Locations

For some time after incidents of serious disorder there will be a lack of stability in some areas. There needs to be a continued application of law enforcement and disruption tactics in order to continue to contain these locations.

6.4.6. Community and Partnership Groups

A core aspect of the recovery of an area is the reinforcement of community liaison groups and the public reaffirmation of the role that they play. They are crucial to the success of the community monitoring process. They should be utilised to help in the investigation process and to ensure that community stability is not undermined.

Peacebuilding

6.4.7. High Profile Media Handling

This should also continue as a reassurance and re-building tool. The media can be used to examine the conditions that led to the disorder and encourage community feedback. They can also be used to appeal to witnesses to help the investigation process. The police should be prepared to offer significant time and resource to support this media strategy.

6.4.8. Reinforce Community Responsibility

Ultimately, the community should be encouraged to take responsibility for its own problems. The police have a role to play in co-ordination and monitoring and are given powers over citizens to use if necessary in the enforcement of law. When the visible numbers of police move away from serious disorder areas the public should be prepared to play their part in resuming a responsibility for maintenance of the state of stability.

6.4.9. Maintain Open Information Structures

Regular communication should be maintained to ensure that the exchange of information allows police and partners to act in the best interests of peace in the community. An open exchange and sharing of data must continue after serious disorder to ensure trust is promoted between all those involved in resolving the situation.

6.5. The activity that is necessary to handle serious disorder or anticipated serious disorder situations is costly and is merely a first aid measure in terms of maintaining an accepted state of normality in the community. The following scenario shows how a series of interventions on a commonplace policing problem can achieve a result in terms of problem solving. Specific activities from the Conflict Management matrix are identified in the margins to guide the reader through the process.

6.6. Case study

Peacekeeping – Monitor tension	*The location was a shopping centre near a housing estate. The local dedicated patrol officer became increasingly concerned by the repeat calls from members of the public in the evenings to this location. The calls involved disturbances, drunkenness and shop theft. All these offences involved young people. Residents were fearful for their own safety because the behaviour of the young people was increasingly intimidating.* *Daytime burglary, thefts from vehicles and criminal damage were also increasing and there were rumours that drug use and dealing were taking place relatively openly. Police intelligence gatherers also identified this and alerted other officers to the incidents occurring in the area.*	Peacemaking- Effective intervention

Peacebuilding-Community links	*Specialist officers created computerised profiles of the geography and social attributes of the area. Their analysis indicated significant problems concerning youth alienation. There was a lack of support for young people and a lack of self-help by local business, the community and the young people. As this went on youth predators and gang cultures became a significant concern. The fragile nature of the neighbourhood infrastructure became evident.*	
Peacemaking – Effective intervention	*The local officer sought to address the situation by involving colleagues from the surrounding local beat area, for short periods of time each week. They jointly agreed a programme of problem solving activity and engaged detectives and other specialists as they did so.*	Peacekeeping – Targeted Enforcement
	Emergency calls received priority status and Peacemaking was paramount. The location received particular attention as it had been formally declared a designated safe area (see paragraph 6.1.2.) for youth, community and business activity. Enforcement patrols were more frequent, firm, and fair, and sought to ensure the security of the safe areas.	Peacemaking-Secure areas
Peacekeeping-Targeted Enforcement	*Prominent criminal individuals were identified and targeted for specific action whilst local officers promoted informal partnerships, intelligence and protection of vulnerable individuals.*	Peacekeeping-Targeted Enforcement
Peacekeeping-Targeted disruption Peacebuilding-	*As a result of this activity the stopping, checking and searching of suspicious people provided sufficient evidence to arrest two key juvenile offenders. A suspected drug dealer also left the area. The local officer had built an informal partnership with one of the gang leaders. He*	Peacebuilding-

Community links	*had reached an agreement that the gang leader would protect the more vulnerable youths from assault and would also co-operate with a no drugs strategy in the neighbourhood.*	Care checks
Peacebuilding- Increase stability		
Peacekeeping- Targeted disruption	*Underage youths found with alcohol, or having consumed it were stopped under the Care Check tactic and taken home to their parents. Follow up visits were made to homes and schools to reinforce earlier actions and discourage repeat offending.* *Youths from surrounding areas were actively discouraged from going to the location and where possible their own local police officers would try to keep them in their own territory.*	Peacebuilding- Care checks
Peacemaking- area control	*The occasion of assaults reduced, the stability of the area and confidence in the police also increased. It took six months to achieve this and it is acknowledged that without the support and commitment of all involved it could have taken considerably longer.*	

Figure 6

6.6.1. This volume of activity would, under most policing systems, overwhelm local and specialist officers. However, geographical or proximity local patrol using the Conflict Management Model allows officers to undertake this work as part of their daily routine. It also has the potential to enrich the quality of the officers working lives.

6.6.2. Professionally conducted research in the neighbourhood described (fig. 6) indicated growing public satisfaction with police action and recognised the skills and achievements of the local officers. As local officers are working at this level the senior officers are more able to influence local opinion formers and elected representatives to initiate self-help programmes. In this case businesses raised money for a detached youth worker and initiated further youth projects. Local schools adopted an approach of fast notification of truants to the police and this enhanced their ability to identify juvenile criminal activity.

6.6.3. The scenario demonstrates that the Conflict Management Model can be applied to a range of problems in one location and that impressive results can be achieved and maintained by the co-ordinated approach of local officers.

7. Issues and Factors

7.1. Cultures

7.1.1. The Conflict Management Model encourages empowerment for the local officers delivering the policing service. This is because an officer can be delegated to be responsible within his or her own geographic area and allowed to use discretion as a tool for problem solving. The officers are not hampered by unnecessary bureaucracy, but are supported by a strategic framework in which to operate. Local police officers become more influential in their communities as they begin to solve local problems. Trust from the people is increased and the local officer can become the public face of policing in the community.

7.1.2. Such reform can mean an almost complete change of norms, standards and expectations within police organisations. The position of the local officer in the community will warrant more delegated powers. Senior officers will provide a clear and developing body of policy to support the strategic framework within which the local officers will operate.

7.1.3. Accountability and responsibility will need to be measured on a different scale to current standards. Crime prevention has never been easy to gauge, and in the short term, results may not be apparent. Conflict prevention is no different, and qualitative performance indicators need to be developed.

7.1.4. Standard measures such as detection and arrest rates may serve to indicate the effectiveness of the police response once events have happened. However, levels of detection and arrest must directly link to reduction in overall disorder or crime. An absence of this link is more likely to indicate that the symptoms of a problem are being addressed, rather than the causes.

7.1.5. Police officers must have a wide range of skills to successfully implement the Conflict Management Model. Officers have to act beyond solely responding to instructions of supervisors or acting on powers of enforcement conferred by law. While responding to emergencies and disasters will still require officers to act in a co-ordinated and disciplined fashion, they also need to be individually capable problem solvers who are well integrated into the local community and sensitive to the needs of the area and communities they serve. Existing police officers should be trained to meet these changes and new officers should be recruited and trained to a standard that identifies skills in conflict management and problem solving. Training, exercising or coaching of police personnel to match newly identified skills should be an integral part of the professional development of all officers.

7.1.6. Because the police officer is acting for the most part with delegated authority within the Conflict Management Model, clear guidance and forms of control must be in place to allow him or her to act within the law and policy to achieve their aims.

7.1.7. The role of the police officer has been described as that of guardian of the people. The police are not above the law and whilst, recognising the need for security of information regarding offenders, suspects, policing methods and sometimes victims, police actions should be open to scrutiny. Transparency across the police organisation promotes trust and ensures that their activities are beyond reproach.

7.1.8. Though police are primary participants in maintaining the peace, it is not a role exclusive to them. The concept of "Peace Officer" can be applied to any role in society where the activities of an individual, a department of local or national government, or any other relative authority have a primary purpose to ensure the safety, protection and well being of people in societies.

7.2. Ethical Framework of Guidance

7.2.1. Ethics can be defined as "relating to morals or moral questions, morally correct, honourable. Ethics are moral rules of conduct."

7.2.2. There are four ethical principles drawn from interpretation of the Human Rights Convention that are fundamental components of the framework which guides the behaviour of officers. They can provide an acceptable level of performance and, by allowing for the rich diversity in society, they permit officers to act in the best interests of all according to the circumstances prevailing at the time.

They can be summarised as follows:

- To protect and secure,

- Using minimum force,

- Whilst being fair and reasonable,

- Searching for the truth with the truth

Each ethic impacts on the next, this is best demonstrated by way of diagram (Figure 7).
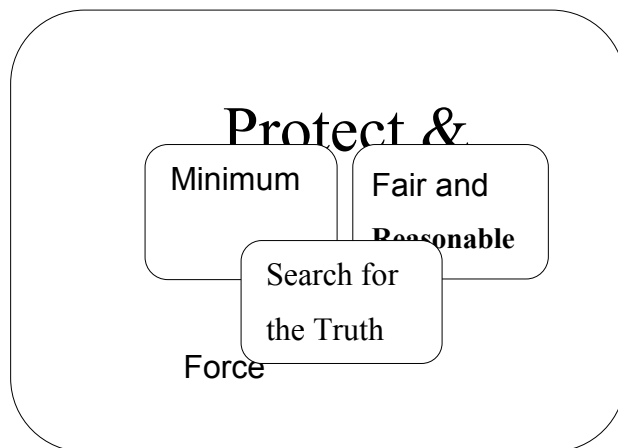

.

Figure 7

7.2.3. It is recognised that policing is an activity conducted for the most part, by consent. Whilst styles vary across different police forces it should be remembered that police officers are members of the public and, therefore, members of society. Society should be satisfied that police officers, who are placed in a position of authority, do not exploit that authority improperly.

7.2.4. What has become clear need in recent times is a need for a code of moral guidance. Whilst this is an area that can be very personal to the individual, many Forces have now adopted ethical standards or codes. These codes are designed to help police personnel, by providing a set of simple rules for dealing with complex situations.

7.2.5. These codes are qualitative statements and are sometimes not easily enforceable. However, it is recognised that the application of ethical values to any situation will often provide clarity and guidance. So, through the application of the Conflict Management Model, a quality policing service can be delivered, supported by the four ethical principles, described below:

7.2.6. Protect and Secure

Police officers react to calls for assistance from the public. This might be in the form of an emergency or a routine incident. People are entitled to live in peaceful communities and the police play a major role in securing that peace. There are those in society who require protection, particularly the vulnerable and those at risk from becoming victims of disorder and crime. The police have a duty to provide protection when it is to counter disorder, crime or a fear of either.

Police officers in member states are empowered to use force in the course of their duty to enforce the law. The police objective should be one of order maintenance and any use of force should reflect this. Peaceful resolution through negotiation should be a primary goal. When the application of force is required, the level of force should not exceed that required to negate the violence or threat of violence. Use of authority, force and resources should be minimal, appropriate and proportionate.

7.2.8. Fair and Reasonable

A standard test to apply is to ask the question "How would I wish to be treated?" Police officers will encounter victims, witnesses, offenders and all other groups within society. Every interaction they are involved in should be a considered one, having regard for all the circumstances, the needs of all participants and the desired outcome. Where mistakes are made they should be recognised and acknowledged, and an apology given at an early stage. This reduces the potential for lasting negative effects.

7.2.9. Search for the Truth

Accepting that policing is a mixture of intervention, investigation and problem solving, and that public protection is one of the outcomes sought, consideration must be given as to what methods should be used to achieve each aim. The application of law and the judicial process means that some people will be deprived of their human rights and freedoms. Such action cannot be taken lightly. In the process of gathering evidence to enforce such sanctions, police officers and their partner agencies must ensure that information and intelligence has been fairly and honestly obtained. They must present the truth with equity for all participants.

7.3. Intelligence

7.3.1. The collection, interpretation and dissemination of intelligence, has a vital role to play in assisting the police and other partners to deliver effective responses to conflict. Intelligence led approaches to conflict management will produce the greatest success when partners work together for mutual benefit. Effective intelligence activity relies upon:

- Identification of relevant data sources, including those of other agencies

- Strategic assessment to assist in the prioritisation of effort

- Systematic analysis to identify intervention opportunities

- Evaluation of activity and results

7.3.2. It is important that individual organisations recognise that whilst they may be the guardians of information for their own purposes, they can also be providers of data on behalf of all those agencies engaged in the conflict management process.

7.4. Contributors to the intelligence picture

7.4.1. There are a wide variety of sources which may contribute to provide intelligence and information about our communities. Community monitoring allows agencies to gather social, economic, political and environmental information to counter disorder and crime. The composition of communities can be very diverse and they may be permanent or transient in nature.

7.4.2. Communities are often recognised through geography, but they can also be identified through shared or common interest. These "communities of interest" may share a common origin or other feature, for example a shared religion.

7.4.3. Diversity in communities is complex and it is important to recognise the need to develop sources and systems which can ensure effective information and intelligence gathering in quality of life and general community issues as well as crime and disorder areas. The list of contributors to this picture, though not exhaustive, will include: -

- Police personnel
- The Media
- Information technology systems
- The Internet
- Pressure and protest groups
- Partnership agencies and members of other emergency services
- Other Intelligence systems and agencies
- Informants/Agents
- Community consultative groups and community representatives
- Religious communities

7.4.4. Where tension within communities is raised, other indicators, such as changes in attitude and levels of hostility towards the police and other forms of authority, may also add to the intelligence picture.

7.5. Intelligence and Intelligence led policing

7.5.1. In the context of policing, intelligence is knowledge, not just of crime and criminals, but also of all things impacting on operational activity. Intelligence is that which should be known before decisions are made and action taken.

7.5.2. Information is not intelligence until it has been subject to a process of evaluation and analysis. The internationally acknowledged means of processing raw data and turning it into intelligence is the Intelligence Cycle.

Its five component parts are:
- Direction
- Collection
- Evaluation
- Analysis
- Dissemination

7.5.3. Intelligence may have a tactical or strategic application. Tactical is most often that which concerns an immediate operational policing objective, whereas strategic informs longer-term planning or management considerations.

7.5.4. Intelligence led policing is a system or model, which enables managers to make informed decisions and deploy resources in support of pre determined priorities. It facilitates not only the targeting of criminals, crime series and hotspots, but also proactive deployments to achieve crime reduction and community safety. It is a system in which managers give direction to the intelligence cycle and task resources in line with a business plan. In this way the police set the agenda for intelligence collection, rather than solely reacting to that intelligence which presents itself in the course of ordinary policing.

7.5.5. Intelligence led policing enables:

- More effective and efficient use of resources

- Activity to be aligned to service plan priorities

- A reduction in the demand for reactive deployments

- An integration of crime detection with crime reduction and community safety

- The development of a systematic problem solving approach

- Audit trailing of decision making

- Development of knowledge of previous actions and results

- Application of wisdom in respect of the more complex disorder and crime issues

7.6. Systems

7.6.1. In order to capitalise on, and make effective use of all available intelligence and information, systems and structures for monitoring should be created. The systems and structures should be integrated to provide a linked, joint intelligence capability, operating continuously as part of the intelligence-based problem solving policing style. They will enable the establishment of knowledge driven processes to inform the developing wisdom that can be applied throughout the model to ensure successful and sustainable conflict management.

7.6.2. An example of how an integrated intelligence system may operate is as follows:
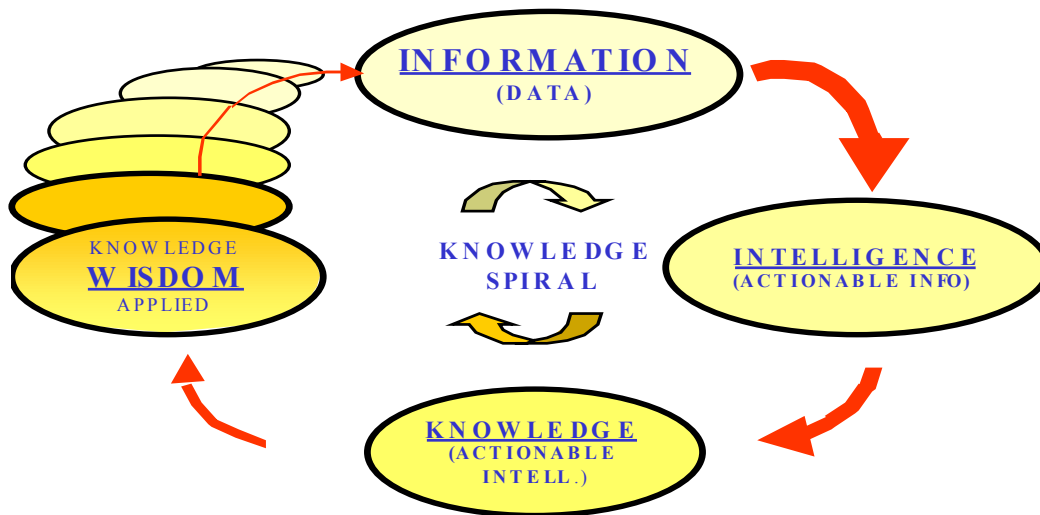
INFORMATION TO KNOWLEDGE

(Figure 8)

7.6.3 The integrated system as illustrated can be further enriched by incorporating and sharing intelligence from other sources and agencies. This will permit the development of integrated databases.

7.6.4 Community interests should be at the core of conflict management and crime reduction strategies for all police forces. By linking an effective tasking and co-ordination mechanism to the intelligence system, it will be possible to deliver more effective joint activity, which selects and delivers the most appropriate interventions at the most appropriate time.

7.7. Evaluation

7.7.1. Accuracy of information and objectivity of assessment is important when information is to be exchanged. It ensures that nobody is disadvantaged, that public protection is not compromised, and that agencies have a defence in any litigation that may arise. Accordingly, sources of information should be recorded, together with an assessment of its reliability. The collector of the information can make an important contribution to its evaluation. A method is needed to record the collector's evaluation, and communicate it to others.

7.7.2. One method of data evaluation is the 5x5x5 method as illustrated in figure 9.

SOURCE EVALUATION		**I**NTELLIGENCE EVALUATION		**H**ANDLING CODE *To be completed at time of entry into an intelligence system and reviewed on dissemination*	
A	Always reliable	**1**	Known to be true without reservation	**1**	May be disseminated to other law enforcement and prosecuting agencies, including law enforcement agencies within the EU (no special conditions).
B	Mostly reliable	**2**	Known personally to source but not to officer	**2**	May be disseminated to non prosecuting parties (authorisation and records needed).
C	Sometimes reliable	**3**	Not personally known to source but corroborated	**3**	May be disseminated to non EU law enforcement agencies (special conditions apply).
D	Unreliable	**4**	Cannot be judged	**4**	May be disseminated within the originating agency only.
E	Untested source	**5**	Suspected to be false or malicious	**5**	No further dissemination: refer to the originator. Special handling requirements imposed by the officer who authorised collection.

Figure 9

<u>7.7.3. Some key points regarding evaluation are as follows:</u>

Evaluation must be objective and based on professional judgement.

Evaluation of the source of the information and evaluation of its content are two separate processes.

8. Partnership

8.1. There can be no doubt about the benefit of community involvement in local crime and disorder reduction. Where this is supported by the participation of a wide variety of local agencies, the greatest benefit is likely to be accrued. Although the concept of a multi-agency work is not a new one, over the past few years there has been an increasing focus of involving agencies other than that the police in tackling disorder and crime problems.

8.1.1. The term 'partnership' may be used to describe a close relationship, which may involve planning or working agreements and the 'partnership approach' refers to a more general and accountable style of multi-agency work.

8.1.2. Partnership can refer to work which involves a number of agencies as direct participants who have a joint responsibility towards common goals. It places no limits on what form this involvement may take. It follows therefore, that partnership can refer to work which is strongly dominated by one particular agency, as well as work which appears to be equally shared or directed by several. It is the common goal that is important to identify.

8.1.3. To achieve success in reducing disorder and crime problems, multi-agency partnerships need to be fully familiar with the nature of local problems. The causes of a pattern of disorder and crime in one area may be quite different from a similar pattern elsewhere. Effective community problem solving is dependent on knowing the territory and the people who work and reside there. Residents are often the people who can best inform officers and agencies about the nature of the neighbourhood, its problems and resources. A locally based service delivery style is a key factor in building a strong partnership.

8.1.4. The development of a profile of the community, including the makeup of its people, the significant events that occur in the locality, and the places of importance, will play an important part in understanding where the activities of partners can be best focused to manage actual or potential conflict.

8.2. Problem Solving Approaches

8.2.1. Problem solving is a method by which the causes of problems of disorder and crime are identified and addressed rather than just the symptoms. The approach involves partner organisations so that the ingredients of the problem can be viewed from the widest perspective. Critical to success in this problem solving approach is ensuring that there is an understanding of the underlying causes of the issue, and how respective partners can impact on it collectively.

8.3. Joint Working

8.3.1 Joint working can be productive in a number of key areas:

- Through sharing crime related data, which can aid responses to community safety and crime reduction.

- By developing joint action planning to meet the needs of local communities

- Through joint operation of community safety and crime reduction schemes.

- By jointly funding community safety and crime reduction measures.

- Through development of joint evaluation schemes which can be mutually beneficial.

8.4. Structures

8.4.1. In order to be effective, joint working to deliver multi-agency crime reduction requires a structure. Participating agencies need to have working arrangements that will allow for liaison, co-operation, information sharing, and co-ordination of their activities. By using multi-agency structures, efficiency can be increased by avoiding duplication of services, maximising the use of all available resources, and enhancing the effectiveness of work undertaken.

8.5. Formal and Informal Structures

8.5.1. Organisational arrangements can vary considerably in their level of formality.

8.5.2.   Formal structures can be varied in their makeup, purpose and operation. Typical features may include:

- The clear definition of the group as a multi agency group.

- The inclusion of people who are seen very clearly as the figurehead or representative of the group or organisation that they represent.

- The organisation of regular or periodic meetings with a set or structured agenda.

- The creation of records of the group's activities.

8.5.3. Some perceived disadvantages associated with formal structures may include problems of hierarchy or single agency dominance. In addition, a preoccupation with formal procedures or bureaucracy may result in progress being stilted.

8.5.4.   Informal structures may allow for local flexibility. In these structures relatively quick responses to changes in local conditions are possible, as there is no need to adhere to any specified procedures for inter-agency consultation.

8.5.5.   Through these arrangements, a multi agency approach to resolve a local issue can be initiated. They tend to be practitioner-led in the sense that they are usually developed by those (practitioners or middle managers) who feel the need for liaison in order to get the job done. Networks may be developed between those who can make an appropriate and effective contribution on a day-to-day basis.

8.5.6.   Informal arrangements can be vulnerable to changes in key personnel and can result in the participants being unsure as to their actual areas of responsibility, this can raise questions of accountability. There may also be difficulties in acquiring appropriate funding and in the evaluation of results achieved through informal structures

8.5.7.   In some cases a multi-level approach works best. An over arching multi-agency group can be responsible for strategy and policy co-ordination and one or more action groups may be charged with implementing and co-ordinating work on the ground.

8.6. Co-ordination

8.6.1.   Member states have created data protection regimes to ensure that data held about individuals is treated correctly, giving due regard to their privacy. A basic underpinning principle is that information is exchanged in accordance with data protection principles and other legal duties, such as the duty of confidentiality.

8.6.2. The following basic principles are offered for consideration when an exchange or disclosure of personal data between partners is made:

- Partners should ensure that personal data is only exchanged where it is necessary to do so in order to achieve the purpose set out in an agreed and publicly known protocol.

- Personal data exchange should be on a case-by-case basis.

- Personal data should not be disclosed unless the individual has given consent.

- If consent cannot be obtained, disclosure may still be made following an objective assessment that it is required in order to prevent and detect, disorder, crime, or protect the safety and welfare of individuals.

- Although a civil challenge with regard to data held or exchanged is always possible, it should be defensible if partners are acting reasonably, in good faith and in accordance with a publicly agreed protocol.

- Partners should ensure that the personal data they share or disclose is proportionate to the purpose, current and accurate.

8.6.3. Other considerations may include

- Complaint procedures
- Indemnity
- Review procedures
- Nominated contact points in organisations
- Terminology

8.7. Media and Communication Issues

8.7.1. There is an increasing demand for openness in communication in particular where a risk to public safety is likely. The public expect that this level of openness and access to information is made available by a variety of sources not least of which are the media. It is the primary function of the media organisations to secure and deliver information.

8.7.2. This situation should be recognised by those involved in the management of conflict as an opportunity to generate information in order to understand community concerns and to alleviate anxieties.

8.7.3. There are complexities in dealing with the media and any media involvement has the potential to mislead or inflame the public view. There is also a potential for interference with any investigation and the legal process. In order that this can be minimised and for accurate information to be provided, a pre determined media strategy is essential.

8.7.4. The following factors should be considered by all agencies involved in the holistic management of conflict.

- Options for best management of media interest whilst minimising potential misinformation. A balance must be achieved to ensure no interference with potential investigations including the protection of rights of victim's, witnesses, relatives and suspects.

- Consideration of how to utilise the media to acquire information necessary to assist in the management of conflict situations.

- Attention to the needs and different functions of partner agencies whilst providing solidarity, co-operation and a consistent approach.

- Presentation options, minimising the creation of unnecessary community concern but allowing for preventative advice and good news to be delivered.

- Media responses must be timely. The most important issue is that an acceptable strategy is created and that partners agree to it at the outset of partnership working. This provides a clear approach and readiness for use before the demands of the media arise.

Scene Closing

At the heart of this manual of guidance is a desire that the activities of the police are focussed in a systematic way on the management of conflict in its widest interpretation. The reason for this desire is simple. People in society are entitled to enjoy the highest levels of peace and tranquillity in their individual and community lives.

Making, keeping and building the peace through high quality policing is a laudable aspiration for any society. However the responsibility is not that of the police alone. Many functions and activities in society, performed by individuals and groups contribute to the maintenance of peace. Recognising and celebrating this fact will allow for the legitimate growth of a cadre of individuals and groups who, supported by a proven, conflict management framework, can rightly be referred to as Peace Officers.

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