

PEMBROKESHIRE POLICE

Chief Constable's Office.
20th November, 1967.

ROUTINE ORDER NO. 137/67

METHODS OF POLICING TOWNS IN PEMBROKESHIRE

1. In January, 1966, the Police Advisory Board set up three working parties to consider problems of police manpower; equipment, and operational efficiency and management. The Working Party on Operational Efficiency and Management concentrated its attention exclusively on the methods employed by the uniformed branch in policing an area, and in so doing had three aims:-

- (a) To find ways of providing a better service to the public.
- (b) To increase the interest and responsibility of the man on the beat.
- (c) To achieve more economic utilization of manpower.

2. The Working Party reviewed the various methods of policing and came to the conclusion that the beat system of policing in its traditional form should, in future, be operated only where a chief constable is confident that it has positive advantages over other systems, and it was recommended that consideration be given to the introduction of the more flexible systems of policing to areas of the country, particularly urban areas.

Unit Beat Policing

3. The method of policing which particularly impressed the Working Party was unit beat policing. This had been introduced on an experimental basis in various parts of the country and clearly established its superiority over conventional methods in urban and suburban areas.

Aims of Unit Beat Policing

4. The aims of unit beat policing are as follows:-
- (a) To increase police efficiency.
 - (b) To cultivate a better understanding with members of the public by:-
 - (i) closer contact with men on the beat;
 - (ii) swifter response to calls for assistance and complaints.
 - (c) To increase and improve the information flow.
 - (d) By combining resources to overcome the shortage of police officers.
 - (e) To create a new challenge in the method of beat working, particularly for the younger constables.

Operation of Unit Beat Policing

5. On the introduction of unit beat policing, the town centre is still policed in the conventional manner by officers on foot patrol supplemented, where available, by traffic wardens.

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The remainder of the town is then divided into areas and policed by the new method in the following way:-

- (a) A resident constable for each area, equipped with personal radio, who has overall responsibility for his area, and works eight hours per day on a discretionary basis.
- (b) Two areas comprise one car beat and this is patrolled for the whole of each 24 hours by a 'Panda' car; it is manned by one constable, equipped with personal radio.
- (c) The car beat men and the area constables are assisted by a detective constable for each car beat.
- (d) At sub-divisional headquarters, a detective constable acts as collator and keeps a record of all information fed into him by members of various teams, and he ensures that each man is kept up to date with developments on his beat. In addition, he forwards information about known criminals to the force criminal intelligence bureau.

Each unit operates as a team, and arrests and other good work are considered as the work of the team and not of any particular individual. Each team is supervised by sergeants and the sub-divisional inspector in the normal way.

Application of Unit Beat Policing

6. The Home Office Research and Planning Branch has devised a formula for use when considering the feasibility of unit beat policing and this takes into account such factors as population, acreage, road mileage and the incidence of crime. When this formula is applied to the five main towns in the County, viz. Haverfordwest, Pembroke Borough, Milford Haven, Tenby and Fishguard/Goodwick, the introduction of a pure unit beat system of policing to the whole County cannot be justified. However, in order to ensure that the standard of policing in Pembrokeshire is well able to meet modern requirements, and to maintain an efficient service to the public, unit beat policing in a slightly modified form is to be introduced in the Pembroke Borough town section, and certain features of this form of policing are to be adopted in the other four main town sections in the County. This will come into operation on Monday, 27th November, 1967, for an experimental period of three months, after which a further review of methods of policing will be made in the light of the experience gained.

7. I am satisfied that if this new method of policing can be introduced into the County, the greater mobility and independence will result in a much more interesting role for the individual officer in his routine duties. But the introduction must be justified and I hope that all officers will co-operate to give this experiment a fair test.

PEMBROKE BOROUGH TOWN SECTION

Area Constables

8. For the purposes of the experiment, Pembroke and Pembroke Dock will each be one area, with a resident area constable. The following have been selected for these posts:-

- Pembroke - P.C.108 F.R. REEVES
- Pembroke Dock - P.C.154 B.F. MANWARING

The duties of an area constable are shown in Appendix "A" and it is emphasised that these men do not have a 24 hour responsibility, nor will their homes be made police stations.

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The officers concerned will be on duty for eight hours each day only, but with a discretion to perform that duty whenever they think fit, consistent with commitments. They will not normally be required to perform night duty. When they are not on duty, incidents and complaints which they would normally deal with will be attended to by the 'Panda' car driver or by officers on foot patrol duties.

Collator

9. As only one team will be operating in the Pembroke Borough Town Section the duties of collator will be on a part-time basis and the undermentioned has been selected to perform these duties:-

D.C.101 R. EVANS

All members of the Pembroke Borough Town Section, whether part of the unit beat team or engaged on normal town patrol duties, will feed all information coming to their notice to the collator. Members of the C.I.D. and Traffic Department there will do the same. This will ensure that all information is directed to one point where its value can be considered in the context of the overall situation in the sub-division. The collator, in his turn, will keep the members of the section up to date with current developments.

10. Detailed arrangements for the collation and dissemination of information are set out in Appendix "B".

'Panda' Car Crews

11. The term 'Panda' car is used for clarity throughout this Order, but during the experimental period the sub-divisional van will be used for these particular duties.

12. All members of the Pembroke Borough Town Section who are qualified to drive sub-divisional vehicles and who have not already been selected for some specific duty will, in turn, man the 'Panda' car. Officers performing this duty must clearly understand that their function is that of a uniformed constable carrying out his normal duties as hitherto, but with the added advantage of mobility and communication. He will be able to move quickly from place to place where his services are most needed, and he will be notified of unexpected incidents or emergencies requiring his attention whilst he is out on patrol. To ensure that the 'Panda' car driver is readily available to deal with any incident that might arise, where possible supervisory staff should ensure that alternative arrangements are made with regard to certain types of enquiries which are likely to be protracted and time consuming. When a 'Panda' car driver does, however, deal with such an incident, another driver should take over the car.

Detective Staff

13. In paragraph 5(c) reference is made to a detective constable being allocated to each car beat to assist the area constables and the car beat men. In the application of unit beat policing to Pembroke Borough Town Section, a particular detective constable is not being allocated to the team and, therefore, the present arrangements of the two detective constables being responsible for crime investigation within their sub-division will continue.

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Foot Patrols

14. In paragraph 5, which deals with the actual operation of unit beat policing, reference is made to the fact that the town centre is policed in the conventional manner by officers on foot patrol. In the Pembroke Borough town section those officers not engaged on duties as area constables or 'Panda' car crews will perform foot patrol duties working two basic shifts - 9.0 a.m. to 5.0 p.m. and 6.0 p.m. to 2.0 a.m. Those on the day shift will deal with traffic and will share the other normal police duties with the area constables and car beat men. Constables on the evening shift will also perform normal duties, particular attention being given to licensed premises, dance halls and other places of entertainment, and from about 11.0 p.m. until going off duty at 2.0 a.m., these officers will also be engaged on the checking of vulnerable property.

General

15. When available police strength is at its peak, there may be occasions when as many as five officers will be on duty at any one time - the 'Panda' car driver; the two area constables; one foot patrol constable at Pembroke and one at Pembroke Dock. On the other hand, due to rest days, annual leave, sickness, courses and the like, there will be occasions when, except for supervisory staff and policewomen, the 'Panda' car driver is the only officer on uniformed patrol duty. In any event between 2.0 a.m. and 9.0 a.m. the 'Panda' car driver will have the sole responsibility for the policing of the whole town section.

16. It is readily apparent that under this system of policing, individual officers will have more responsibility and will have to use their initiative, but with the mobility of the 'Panda' car and the ready means of communication to call for assistance when required, the demands made should be well within the capabilities of everyone.

TOWN SECTIONS OF HAVERFORDWEST, MILFORD HAVEN, TENBY AND FISHGUARD/GOODWICK

17. Whilst the experimental unit beat policing is being carried out at Pembroke Borough Town Section, in the town sections of Haverfordwest, Milford Haven, Tenby and Fishguard/Goodwick also, commencing on 27th November, 1967, certain features of unit beat policing will be introduced, the aims being precisely the same as those of unit beat policing, which are listed in paragraph 3. To achieve these aims, three things will be done:-

- (a) A collector will be appointed at each sub-divisional headquarters with a view to increasing and improving the information flow and making the best use of the information received.
- (b) Each town section will be divided into sub-areas, the number to correspond with the operational constable strength in the section, and a specific officer will be allocated to each sub-area. The intention being to create a better understanding and closer contact with members of the public.
- (c) The sub-divisional van will be an integral part of the system of policing throughout the whole 24-hours, thereby ensuring a swifter response to calls for assistance and complaints.

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Collators

18. As for the Pembroke Borough town section, the duties of collator will be on a part-time basis and the undermentioned have been selected to perform these duties:-

Haverfordwest	P.S. 21 D.G. MORRIS
Milford Haven	P.S. 1 E.C. HOLLY
Fishguard/Goodwick	P.S. 13 S.C. GRIFFITHS
Tenby	P.S. 36 E.A. MARTIN

The members of each section, including Traffic Department and C.I.D. personnel, will feed all information coming to their notice to the collator who will be responsible for assessing its value in the light of the overall picture, and he will also keep the members of the section up-to-date with current developments.

19. Detailed arrangements for the collation and dissemination of information are set out in Appendix "B".

Allocation of Officers to Areas and Sub-Areas

20. In unit beat policing the primary duty of the area constable is to achieve a better understanding and closer contact with the public, but as area constables are not being appointed in Haverfordwest, Milford Haven, Tenby and Fishguard/Goodwick, to achieve this aim the following alternative arrangements are to be implemented.

21. Each of the towns is to be divided into two or three areas; if two, then half the operational strength to be allocated to each area; if three, then one third of the operational constable strength to be allocated to each area. Each such area to be divided into sub-areas equivalent to the number of constables allocated to each area, and a named constable to be allocated to each sub-area. Every constable will have a special responsibility for his own sub-area and it will be up to him to cultivate suitable contacts with members of the public and to acquire a detailed knowledge of everybody and everything within his sub-area.

22. The allocation of constables to an area should be on the basis of a proportion from each of the three basic shifts operating in the Force, thereby ensuring, as far as is possible, that on each shift there are representatives of each area on duty. In allocating duties on any given shift the whole of the commitments for the town section must be taken into account and manpower deployed accordingly, but whenever possible constables should perform duty on the area to which they have been allocated, thereby giving them the opportunity of visiting their own sub-area as often as possible to keep in touch and to keep abreast of any developments which might be taking place.

23. The practical benefits of this scheme are:-

- (a) The whole operational strength of a town section is still available for duty anywhere within the section.
- (b) Half or, as the case may be, one third of the operational strength will have a particularly good knowledge of the area to which they have been allocated.
- (c) The constable of each sub-area will have a detailed and intimate knowledge of that part of the town allocated to him.
- (d) When duties are being allocated, they can be directed to the officer best equipped to deal with them by reason of his detailed and intimate knowledge of the particular area and its residents.

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- (e) When any officer is carrying out an investigation and he requires detailed information about a particular area, family, or group of people, then he will be able to discuss his problem with the constable of the sub-area concerned.

Sub-Divisional Transport

24. In unit beat policing the driver of the 'Panda' car equipped with personal radio, provides the means of ensuring that there is a swift response to calls for assistance and complaints from the public. Although unit beat policing is only being introduced in the Pembroke Borough town section at the present time, the other four town sections must make use of their sub-divisional vans in precisely the same way as for unit beat policing with an officer performing duty with the van for the whole of each 24 hours, operational strength permitting.

25. It is appreciated that at the present time, as all sub-divisions are not equipped with personal radio, when an officer using the sub-divisional van is actually engaged on a specific duty away from the vehicle he will be temporarily out of touch. In such circumstances, when an emergency occurs, some other officer using the sub-divisional C.I.D. transport or a motor patrol car should be directed to the incident. The installation of personal radio on all sub-divisions in the not too distant future will resolve this particular problem.

FORCE CRIMINAL INTELLIGENCE BUREAU

26. Unit beat policing provides for the collators to refer to the force criminal intelligence bureau information about known criminals (paragraph 5(d)). Such a bureau is to be established at Headquarters C.I.D. and the undermentioned has been selected to act as co-ordinator for this purpose:-

P.S. 23 D.G. EVANS

Details of information to be sent to him by collators are set out in Appendix "B" - paragraph 4.

A. GOODSON

Chief Constable

DUTIES OF AREA CONSTABLES

1. The area constable will live on or near his beat.
2. He will normally work in uniform, but may wear plain clothes when he considers it necessary. On these occasions he must report the fact to his sergeant.
3. He will be equipped with personal radio and will use this for imparting or receiving information.
4. He will work his area on foot and will have overall responsibility for his area.
5. His role will be to maintain personal contact with members of the public and, in effect, he will be the "eyes and ears" of the car beat officers and the sub-divisional detectives.
6. He will maintain contact by personal radio with the other officers policing the area, i.e. the car beat men, detectives, adjoining area constable and collator.
7. He will keep himself informed of current crime by studying crime informations and publications on his visits to the section station.
8. Although his primary role will be concerned with crime and criminals, he will also attend to any other police function in the normal manner, but his reports in these matters should be kept to a minimum. He must not become office-bound.
9. He will be expected to visit the "showing the flag areas" in his area, i.e. areas where a policeman is expected to be seen, busy crossroads, shopping centres, etc.
10. On taking over his area, his first task will be to familiarise himself with everything in the area and feed it in to the collator, at the same time keeping his colleagues informed of what he is doing.
11. To give guidance on the sort of information he should gather is difficult, as situations change from day to day, but if he looks upon the area he is working as his area and that he will be the man who will be asked for information about it, he will not go far wrong.
12. He will ensure that complaints from members of the public are "followed up". This not only applies to reports of crime and other serious matters, but to minor complaints and the subsequent action taken by police in respect of them. Many complaints against police are unfounded and unjustified. These have arisen because, in many cases, the complainant has not been made aware of the action taken or of the problems with which police are faced. "Follow up" by the area constable will help to a better understanding between the police and the public.
13. Each area constable will call at his nearest police station once per day to keep himself informed of crime and other circulations, and to make his reports. He must ensure that as little time as possible is spent off his beat.
14. His effectiveness will be judged by the amount of information he feeds into the collator.

N.B. The above has been reproduced, with certain minor amendments, from the Working Party Report. It is applicable to the area constables appointed for Pembroke and Pembroke Dock, but in addition should be used as a general guide to the duties of those officers allocated to sub-areas in Haverfordwest, Milford Haven, Tenby and Fishguard/Goodwick.