

# **PROBLEM ORIENTED POLICING - POLICY**

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# 1. INTRODUCTION

Problem Oriented Policing is the policing philosophy which the Home Secretary has championed as the way the police can reduce crime and disorder. The thrust of the Crime and Disorder Act is that agencies and communities should work together to solve problems. *Joined up thinking*, is the theme set for the public sector by the Prime Minister.

The Government has not only enshrined the reduction of crime and disorder in legislation but also the concept of best value. Best value involves the deployment and use of limited resources to maximum effect.

Problem oriented policing as a philosophy is a means of harnessing all agencies and the community itself to reduce crime and disorder, reduce the demands made on the police and enhancing our service to the public.

## 1.1 AIMS

The aims of this policy are to:

- establish a structured approach to the application of the principles of Problem Oriented Policing (POP) in respect of operational and support functions throughout the Constabulary (see SARA at 5.5 below).
- improve the Constabulary's effectiveness in relation to reducing crime, disorder and casualties.
- improve public satisfaction with the police response to persistent problems by providing solutions which effectively reduce or eliminate the incidence of repeat calls and/or deployments.
- raise awareness of individual responsibilities of all police and support managers, supervisors and staff in the use of POP principles in relation to planning and carrying out their day to day activities.
- raise the awareness of our staff in the importance of using partners in problem solving.

## 1.2 APPLICATION

To provide direction to senior officers and line managers/supervisors in respect of the application of the principles of Problem Oriented Policing and ensure they are aware of the responsibilities placed upon them.

To provide police officers and support staff with an understanding of the Constabulary's approach to the use of Problem Oriented Policing and awareness of their individual responsibilities to apply the principles of POP in undertaking their day to day duties.

### **1.3 LEGAL REFERENCE & OTHER REFERENCES**

#### **Crime and Disorder Act 1998**

##### **BritPop and BritPop 2**

These booklets chart early progress of POP in the UK with examples of best practice.

Nick Tilley

PRG Home Office

##### **Tackling Crime Effectively**

This explained how police resources could be used more cost effectively through an intelligence led and focused approach.

Management Handbook, Vol. 2

Audit Commission (1996)

##### **Problem Oriented Policing**

Goldstein first described POP in 1979. This work defines POP.

Herman Goldstein

Police Review. Police Research Group (1996)

##### **Problem Oriented Policing – Implementation.**

This paper makes the case for introducing POP into the Lancashire Constabulary, and sets out the implementation issues.

Supt. Stuart Kirby

Lancashire Constabulary (1997)

##### **Policing Initiatives – Directory**

This is a directory of policing initiatives, some of which are examples of POP.

ACC John Vine

Lancashire Constabulary (1997)

##### **An Analytical Model for Volume Crime Reduction**

This document shows how intelligence can be used to analyse a problem.

Det. Supt. John Knowles

Lancashire Constabulary (1998)

##### **What Price Policing?**

This paper introduces and defines the concept of Best Value.

The Audit Commission (1998)

##### **Policing with Intelligence**

This work defines intelligence led policing and recommends police forces to adopt the principles of POP.

HMIC (1998)

##### **Beating Crime**

HMIC identified best practice to reduce crime and disorder. It commends POP and contains some successful examples of POP.

HMIC (1998)

## 2. PURPOSE

The purpose of this policy is to provide a clear statement that Problem Oriented Policing (POP) is the main underlying philosophy of policing in Lancashire. It covers four main areas: **scanning** and **analysis** which is how intelligence is integral to identifying and understanding community problems; **response** which looks at the diverse methods, involving partners, to combat the problem and **assessment** when we evaluate to see what works. It defines the Constabulary's understanding of Problem Oriented Policing and sets out the way in which POP will be implemented. Additionally it provides information to ensure that individuals are aware of their specific responsibilities.

## 3. SCOPE

All police officers and support staff, special constables and volunteer staff.

## 4. POLICY STATEMENT

Our policing philosophy is that all members of the Lancashire Constabulary play an integral part in pro-actively identifying and solving community and organisational problems through innovative and ethical means.

In relation to operational police officers the thrust of policing will be to involve partners in resolving the underlying causes of crime, nuisance, disorder, road casualties and community problems, using a problem solving approach. Problem solving is also relevant to support staff. By making support services more efficient and effective fewer resources are taken away from operational policing and those services will then provide the best quality product.

The underpinning principle to any response is that it must be aimed at achieving a sustainable solution. Sustainability of outcomes is the key to the delivery of a service which offers best value.

## 5. DETAILS OF APPLICATION

### 5.1 DEFINITIONS

Problem Oriented Policing is about solving the causes of problems within the community. There are many underlying causes of crime, disorder, road casualties and other community issues, it is foolish to think that the police can solve these on our own. Partners must be involved. These problems within the community may emerge as repeat calls and recurring incidents or crimes.

Repeat Calls need not be to a particular address or made by a particular caller, but are related in some way to each other, be they share a common theme such as location, (types of) victim, offender or cause. Repeat victimisation occurs when the same person, place or property type suffers from more than one incident over a specified period of time.

Intelligence led policing leads to a clear understanding of crime, disorder and other incidents. It identifies which criminals are active, which crimes and disorder are linked and where problems are likely to occur. It enables valuable resources to be targeted effectively against current challenges and emerging trends. This ensures the best opportunities for positive intervention and maximum value for money, i.e. best value.

The Geographic Policing Model is the structure which aligns staff to have particular responsibility or ownership of the policing of a particular community or geographic area. Generally those areas are based upon electoral boundaries, which allows staff to align themselves with councils and other agencies with legal responsibilities under the Crime and Disorder Act.

## **5.2 POP PRINCIPLES**

POP is the opposite of incident driven reactive policing, where the police merely respond to calls and try as efficiently as they can to cope with demand. It is driven by the principles of intelligence led policing and proactive and preventative policing (with partners). It recognises that there are limits to what can be achieved through law enforcement, and that disruption and prevention have significant effects on the reduction of crime and disorder.

## **5.3 DEPARTMENTAL AND DIVISIONAL PLANNING**

Divisional and Departmental Commanders are responsible for ensuring that annual plans will acknowledge how POP principles have informed strategy and detail how POP will drive activity.

All budget holders should show how their resources facilitate community problem solving.

## **5.4 TRAINING AND AWARENESS**

Persons preparing induction packages for new staff or volunteers must include how they will apply the principles of problem solving in their everyday work.

Supervisors and line managers will ensure that all their staff are aware of how they should use the principles of POP in their day to day duties. They must ensure there is a clear distinction between proactive policing which aims to solve the problem in the short term using police resources only, and problem solving which harnesses partnerships to attack the underlying causes and delivers a sustainable solution.

The Head of the Staff Development Centre will ensure that probationer training includes inputs on POP to raise students' awareness of POP and explain how to use it in their work on division. It will involve the practical application of skills learnt in the classroom when they return to division, this will be monitored and assessed as part of their development programme.

Human Resource Managers will ensure that a range of books, booklets, documents and training aids such as CD Roms are available in Open Learning Centres in divisions aimed at increasing the understanding of POP and explaining how POP is implemented. The Head of the SDC will have the same responsibility for the HQ OLC.

## 5.5 PROBLEM SOLVING

The problem solving model used by the Lancashire Constabulary is SARA: namely Scanning, Analysis, Response and Assessment. It is to be used by all members of the Constabulary from the Business Group through to staff providing a service face to face with the public.

**Scanning:** is the part of the process where information is collected, to identify that there is a problem which needs further analysis. There are many sources for this information, and staff should not rely solely on internal computer held data. For instance: letters, Police and Community Forum, tension indicators, and the community itself can provide enough information to allow a problem to be identified.

The most important question all staff must ask when scanning is: what makes the community feel safe, involved and reassured?

The Force Intelligence Manager is responsible for scanning (and analysis) at a constabulary level in order that the best opportunity is exploited to make an impact at a community level.

The Operations Manager in Division is responsible for ensuring scanning drives the Tasking and Co-ordinating process at Divisional level to target those problems which cannot be resolved within an individual geographic area.

Geographic inspectors are responsible for ensuring POP principles are applied to problems amenable to this approach within their area.

Team leaders are responsible for problem solving within their sphere of responsibility and ensuring their staff adopt the principles of POP appropriately.

Individual members of staff are responsible for accepting ownership for the identification of repeat incidents and problems as defined at 5.1 above.

Communications staff will support geographic policing to scan by researching all relevant databases on receipt of a call, and gathering and recording sufficient information for problems to be identified as amenable to the POP approach.

Intelligence department staff and in particular analysts will support geographic policing by researching all relevant databases and other sources of intelligence to recognise both current challenges and emerging trends.

The Head of the Information Technology department is responsible for ensuring the development of all Force databases to allow them to be integrated and allow information from incidents, crime and intelligence to be scanned together and thus for the identification of problems to be made both easier and more effective.

**Analysis:** Once the problem has been identified it will be analysed using the Problem Analysis Triangle (PAT model). The use of this model will allow us to understand the underlying causes of the problem and allow us next to decide what we are going to do.

Officers or teams with ownership of the problem will analyse the problem in partnership with the community and other agencies or organisations who can help. The Crime and Disorder Act and Community Safety Plans will refer to protocols which will allow us to access information and intelligence held by potential partners, to analyse better the causes of the problem.

The Intelligence department staff will support the owners of the problem in this analysis through interrogation of the Good Practice Database and other sources of guidance, analysts themselves will provide expertise in the analysis of intelligence.

**Response:** All responses decided upon by the owner of the problem will involve the co-ordinated response of a partner or partners.

Responses should be theory or evidence based from good practice, which can be found in the Good Practice Database. If not found on the Database, then it should be considered for inclusion therein. The owner of the problem is responsible for bringing their response and POP to the attention of the Divisional POP Co-ordinator.

The Operations Manager is responsible for ensuring divisional responses are co-ordinated through the local tasking and co-ordinating process.

Responses should be SMART namely:

Specific: (all involved actually know exactly what they are to do)  
Measurable: (performance indicators, objectives and outcomes)  
Achievable: (be realistic)  
Relevant: (aimed at the root cause)  
Time-scale: (there must be a target date and milestones)

**Assessment:** This will be based upon the 'Measurable' and 'Time-scale' elements of the agreed response. The assessment criteria will be clear at the start of the response.

All divisional and departmental POP initiatives will be recorded on SARA forms, which will be held by the POP Co-ordinators and open for inspection and audit.

Evaluation and assessment must take place and it is the responsibility of the owner of the particular problem to ensure that this is done.

The Force Intelligence Manager, divisional operations managers and geographic inspectors have responsibility to audit whether assessments are taking place. Support should be provided by staff in intelligence departments.

An honest and ethical approach must be adopted. Sometimes a failure to achieve objectives is more instructive than an apparent success. Failure may mean a need to re-analyse the problem or that the data collected as a benchmark and afterwards is inaccurate or incomplete.

The assessment should clarify the difference between proactive policing involving the deployment of police resources alone and true problem oriented policing with partners which offers a sustainable solution after police resources are taken away.

## **5.6 CO-ORDINATION OF GOOD PRACTICE**

### **5.6.1 Divisional POP Co-ordinator**

Every Division will nominate a Divisional POP Co-ordinator who will be responsible for collating all examples of POP good practice, inputting them onto the Constabulary Database of Good Practice and maintaining those records especially in updating the evaluation of the outcome of initiatives.

The rank of the co-ordinator is immaterial, but Commanders should select staff with a good understanding of POP and who are in a position to drive POP initiatives locally, be available to provide advice and can maintain the Good Practice Database.

### **5.6.2 Good Practice Database**

The Constabulary Good Practice Database is available to all staff on the Constabulary Intranet in read only mode. Divisional POP Co-ordinators will be able to input, update and amend the database.

The I.T. Department will be responsible for the maintenance of the Server and software supporting the database.

### **5.6.3 HQ Co-ordination**

The Head of the Force Intelligence Bureau will be responsible for nominating a Force POP Co-ordinator.

The Force POP Co-ordinator will ensure the quality assurance of entries on the database and weeding of records, and will attend the POP Steering Group. They will also be responsible for the scanning for national and international good practice and inputting onto the database and/or promulgation within the Constabulary.

#### **5.6.4 POP Steering Group**

The POP Steering Group will comprise of Divisional POP Co-ordinators and the Force Co-ordinator. Representatives from HQ Partnerships and Community Safety and Staff Development will also attend.

The role of the Steering Group is to monitor and raise awareness and understanding of POP within the Constabulary. It will provide a focal point for the co-ordination and development of corporate POP initiatives.

The Group will be responsible for reviewing and developing appropriate amendments to the Good Practice Database and maintaining an operator's procedure manual.

The group will be chaired by A.C.C. Divisional Operations.

#### **5.7 PARTNERSHIPS**

Partnerships are an extension of policing by consent and are the key component of successful Problem Oriented Policing.

Partnerships are the theme running throughout the Crime and Disorder Act but implicit in the need to enshrine them in law is the recognition that some partners will be reluctant to agree to co-ordinated and shared responses to deal with the problem. The application of leverage is a legitimate strategy as described in the document: **Beating Crime**.

The most important partner of all is the community which is suffering the effects of the problem. The owner of the problem will ensure that responses involve the community or parts of it.

Where available Neighbourhood Watch must be consulted and if appropriate involved in the response.

#### **5.7 APPRAISAL, ASSESSMENT, SELECTION AND RECOGNITION.**

All appraisal, assessment and selection processes should have clear references as to how POP will be incorporated.

Both knowledge of POP by staff and their application of the principles of problem solving should be assessed in any selection process.

The successful application of Problem Oriented Policing should be one of the criteria for the consideration of rewards and commendations by both Divisional Commanders and the Chief Constable.

## **5.8 ACCOUNTABILITY**

The Business Group are responsible for ensuring that POP underpins all the Constabulary policies and strategies.

are focused on supporting the current and future responsibilities for ensuring that their resources

Divisional Commanders are responsible for the delivery of a service which is focused on reducing crime and disorder in the community.

All members of the Lancashire Constabulary are responsible for adopting a problem solving approach to their work, to improve the quality of service received by the public in the most cost-effective way.

## **6. RESPONSIBILITY**

The Assistant Chief Constable Divisional Operations is responsible for the maintenance, updating and monitoring of the Problem Oriented Policing policy.

Revisions, amendments or alterations to this policy will be referred by the Assistant Chief Constable Divisional Operations the corporate decision making process for agreement and will become effective upon subsequent ratification by the relevant Chief Officer. The Assistant Chief Constable Divisional Operations is responsible for ensuring their implementation.

## **7. DOCUMENTS**

The Lancashire Constabulary POP Video (1998)

The Operator's Manual for the Lancashire Constabulary Good Practice Database (1998)