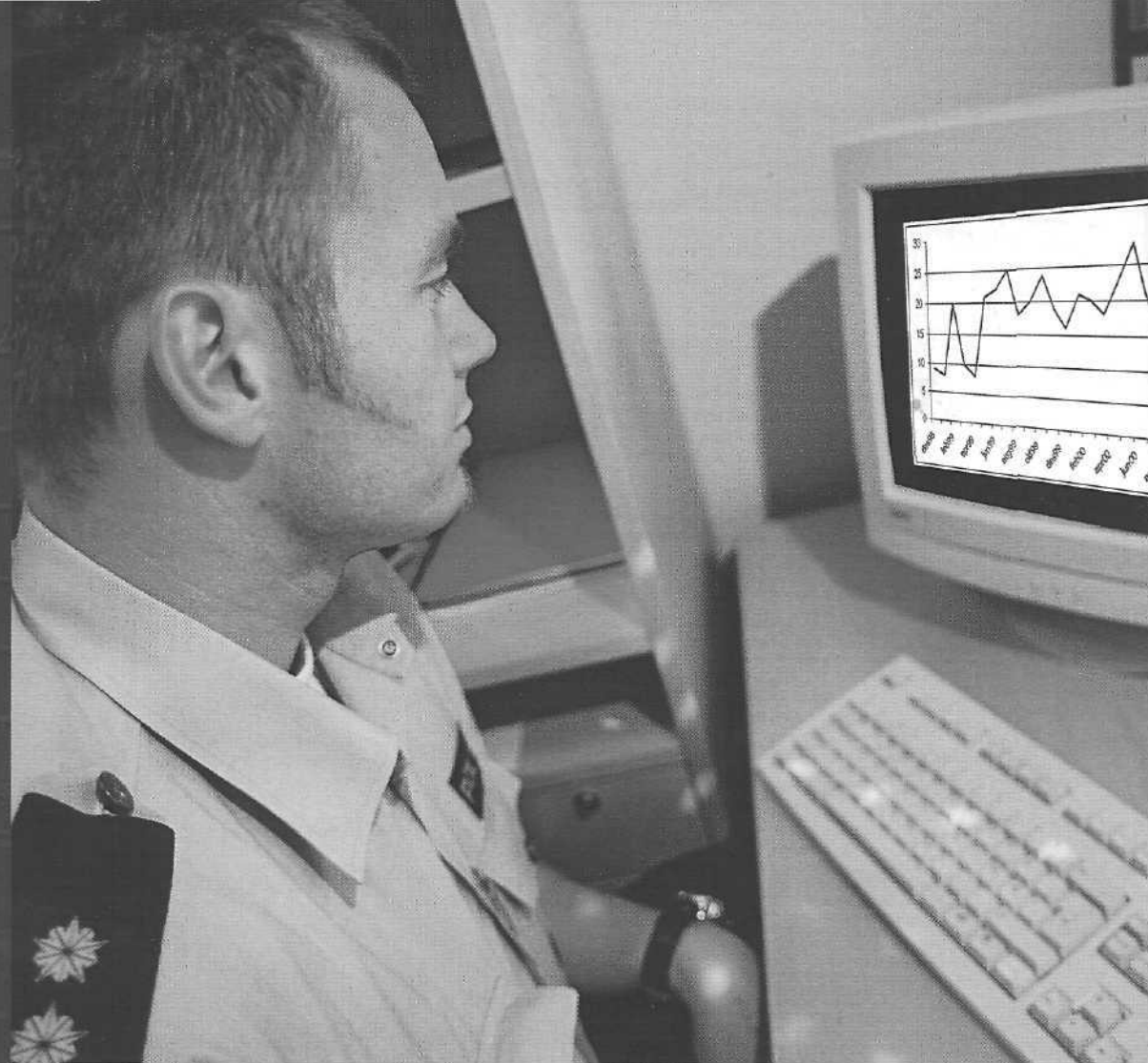


STRATEGY PLAN



POLITIDIREKTORATET

NATIONAL POLICE DIRECTORATE

Strategy plan, crime prevention policing 2002-2005

«The main objective of the Police Reform 2000 is to obtain a more service-minded and community oriented police organisation that prevents and fights crime more efficiently and works more economically»

INTRODUCTION

This plan expresses the National Police Directorate's guidelines for the organisation of preventive police work against crime in the 2002-2005 period. The plan is based on research as well as on national and international experience.

The concept of prevention applied in this plan contains more than what has usually been understood in police terminology. Our strategy is now to make the entire police organisation work from a preventive point of view. Problem oriented police work is an important part of this strategy.

The plan is intended as a guide to the optimal utilisation of police resources in order to obtain the best possible results in reducing crime and enhancing public safety. This is to be done by directing police efforts specifically towards identified problems, according to what analyses and other qualified knowledge indicate. The plan is meant as a working tool for all members of the police force, on all levels.

This is a quite ambitious plan, and its implementation will take time. The National Police Directorate will therefore provide further guidelines and offer competent assistance in this connection in the coming years.

A handwritten signature in black ink, appearing to be 'Kjell Eriksson', is centered on the page. The signature is fluid and cursive, with a long horizontal stroke at the end.

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1. SUMMARY

The objective of the police is to reduce crime and increase the sense of security. The strategy for reaching this goal is to involve all police employees in an overall crime prevention work.

Problem-oriented police work (POP) is an essential element in this strategy. This does not mean that crime prevention, investigation and incident response are less important. POP implies efficient fight against crime, and makes greater demands on how we use our resources. POP provides us with a working method enabling us to take measures against the causes of crime and insecurity.

POP builds on the **problem analysis**, in short described as:

- 1) identify problems
- 2) analyse problems in view of elements such as time, place and persons involved
- 3) initiate measures
- 4) evaluate the measure/the activity

The problem analysis should be the methodical approach in order to direct the activity towards specific problems, persons/groups or areas. It is important to make the problem analysis a natural part of policing and at the same time focus on the quality of the work in the four stages, and on the total police activity. It is particularly important to establish a connection between the functions intelligence and analysis on one side, and crime prevention and operational work on the other.

The strategic goal is to make the whole police organisation work more proactively and less incident-driven, and thus reach the goal of reduced crime and a greater sense of security. The strategy is based on the professional knowledge from experience and research results. POP presupposes expertise and structure in everyday policing, as indicated in Report No 22 (2000-2001) to the Storting *Police Reform 2000*.

The strategy of an overall crime prevention is to be included in the activity plans of the police districts and be an essential part of the administrative process with the National Police Directorate. Good measurable parameters and evaluation methods are essential for efficient activity in the police districts and a good administrative process.

The police must be in command of several incident-oriented, person-oriented (social) and consecutive measures, to be taken against the persons or situations that contribute to the problem. Person-oriented measures will often be taken in co-operation with other authorities, and the SLT method (SLT = co-ordination of local crime prevention measures) is designed to be the model of this co-operation in the local municipality. Priority must be given to the prevention of child and juvenile crime. The community policing model is in line with the idea of problem-oriented policing.

The total efforts of policing depend on an involvement of all employees in the crime prevention strategy and in the operational measures. All districts must have the expertise and the capacity to cover both internal tasks and tasks that need to be dealt with in co-operation with others. The problem-solving must have a basis **in the management**.

An implementation of the plan is based on the need for both police managers and other police employees to be trained in POP. It is also necessary to build up expertise and special skills within the different stages of the problem analysis. The Police Academy is responsible for making this kind of training available, but it is also necessary for the police districts to initiate training at a local level. It is particularly important that managers at all levels are trained and have a positive attitude to POP. Upgrading and refresher courses are suggested for both managers and employees with responsibility for the co-ordination in the crime prevention field.

2. GOALS, STRATEGY AND BASIS

The main objective of the National Police Directorate:

The Police Directorate should manage and co-ordinate the police in order to create a predictable and efficient police organisation for the benefit of the public.

The objective of crime prevention work in the police:

The police must create increased security and reduce crime in society by uncovering and responding to the causes of development of crime and by preventing repeated illegal actions.

Strategy:

Crime prevention policing must be an integrated part of all policing, and POP should be the method of approach.

Need: A unanimous Judiciary Committee expressed in connection with the Report to the Storting on Police Reform 2000, page 241:

«In view of this extensive police reform/ the committee is concerned with making real efforts to develop crime prevention policing. Both with regard to organisation and methods the crime prevention work must be in focus, in particular the professional interaction between the agencies. When considering if the law enforcement agencies work well, it is not enough to focus on case processing time and number of solved cases. The most important issue is the prevention of crime, in particular among children and young people. The main challenge is implementing resources and measures, and continuing to develop methods for improvement of this part of the police business.»

Formal basis

The Police Act § 1. Goal, 2. section:

Through prevention, enforcement and assistance the police should be part of the total efforts of the community to promote and strengthen the legal protection of the citizens, their security and common welfare in general.

The Police Act § 2. Tasks, No 2:

The police should prevent crime and other violations of public order and security.

The Police Instructions § 10.1:

The police should prevent and work against criminal acts. The police are also committed to organise and implement crime prevention work in order to influence and if possible change conditions that provoke illegal actions or conditions. In this respect the police should also initiate co-operation with other relevant public authorities or private organisations etc.

3. CRIME PREVENTION -LIMITATIONS AND DEFINITIONS

3.1 Definitions

The word prevention has a positive implication and implies that an unwanted situation or condition should be prevented. The concept of prevention indicates the building of a barrier or an obstacle to something expected to be negative. Prevention is used in many connections of planning and preparations for a development for the best of the population and society as a whole.

Long term planning and successful efforts usually include a prevention strategy based on a situation analysis and risk assessment, or an analysis of the expected development that one wishes to obstruct. This concerns general community planning, political strategies and goals, health and lifestyle, planning of residential areas, living conditions for children, leisure and of course also crime development.

Traditionally the law enforcement sector has based its definition of the idea crime prevention on a broad and general understanding. The assumption is that the overall goal of all the activity of the police, the prosecution authorities, courts of Justice and prison and probation authorities is to limit crime development in the community. The effects of the presence of uniformed police, efficient investigation, quick prosecution, are assumed to be preventive both for the individual and in general, in other words deterrent to potential offenders and normative to the population as such. The whole criminal justice system is based on this principle.

In the preliminary work on the new Police Act in 1995 (Page 45-50) the idea of prevention is discussed. The Police Act committee gives a wide interpretation of the idea crime prevention work, and crime prevention emerges as a common activity pattern for all police activities. Given the fact that police tasks are complex, the response methods will overlap and supplement each other in order to obtain an extensive crime prevention effect.

In order to make it possible for the police to live up to these expectations there must be a consciousness at all levels of the organisation about the preventive effects of all police work. Based on the interpretation of the Police Act the idea of crime prevention policing may generally be defined as:

A common activity platform for all police activity, enabling all police work to have a crime prevention effect.

During the previous 20-30 years we have seen a more particular understanding inside the police of the idea of crime prevention police work. In line with the specialisation in society in general, there is particular understanding inside the police of crime prevention as an independent police strategy. Crime prevention is established as a specific form of activity, with separate departments and units in the police district, with a separate subject in the basic training courses of the Police Academy, and with its own professional identity, where measures and activity forms in order to prevent the emerging of crime are principal goals of the activity. It may consequently be appropriate to give a professional operational definition of the idea crime prevention work:

Crime prevention is interception in mechanisms that influence the moral standards and the shaping of everyday life in order to reduce:

1) the individuals' inclination to commit criminal acts, or

2) the presence of situations contributing to the individual's motivation for committing criminal acts. (Torstensson & Wikstrom 1995:17)

Number 1 points to person-oriented measures and number 2 to the situational approach.

The training at the The Police Academy defines the idea crime prevention policing as

Systematic and regular measures taken by the police alone or in co-operation with others to prevent or limit the development of criminal acts and traffic accidents.

(Balchen 1998:83)

The government focuses on crime prevention as part of all police business and emphasises that a condition for long term and broad prevention work is a contribution from the whole community, - in other words that crime prevention is not a task for the police alone. (Report No. 22 to the Storting, Police Reform 2000, 2000-2001, chap 3.3.3)

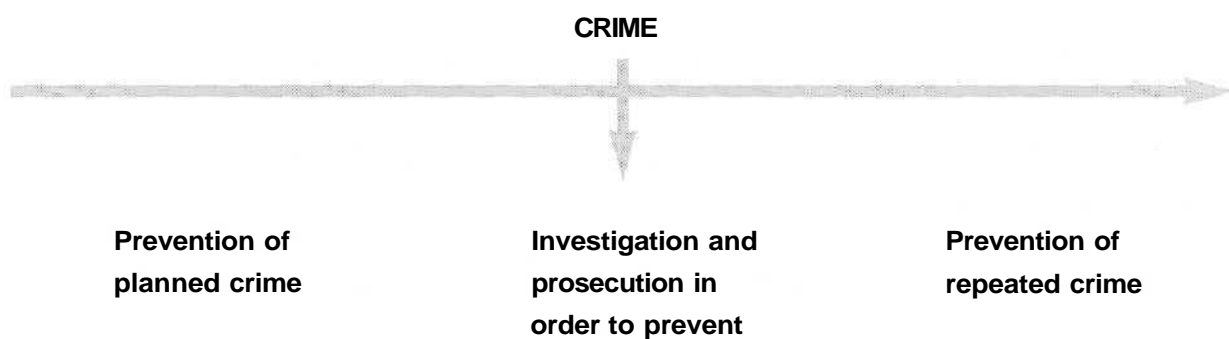
According to Report No 22 to the Storting good crime prevention work is based on the community policing model with police in the neighbourhood, availability and inter-agency co-operation. Priority is given to measures taken against first time offenders and children and juveniles in general and the development of close co-operation between the police, homes, schools, child welfare, the mediation and reconciliation service and local voluntary organisations is emphasized.

This plan establishes an overall strategy with the use of POP as the basis for crime prevention policing. It is important to emphasise that POP is not the same as crime prevention work. But crime prevention measures may be examples of steps resulting from problem-oriented work. (The National Police Board / Rikspolisstyrelsen 1999:31)

3.2 Prevention - an element of a whole

The goals of crime prevention work by the police indicated in the plan are to prevent crime from being committed both by interfering in the causes of development of crime and by preventing repeated offences. In principle there is no difference between the goals of prevention and subsequent measures. Nor is there a difference in the fundamental approach to the main strategies for reaching the goals. Prevention and subsequent measures are co-operative elements of the same strategy and they both contribute to the minimum of crime.

The time of police action may be illustrated in a time axis including the time before and after the offence. Police work will if possible intercept already before the crime has taken place through different crime preventive measures. When the crime has taken place, police activity such as investigation and prosecution will aim at prevention both individually and in general. At the same time the knowledge about the committed crime may give background material for an analysis and measures to avoid - prevent - repeated crimes. In this way it is evident that the goal of all policing is to prevent crime from being committed.



One goal is to intercept as early as possible in the processes leading to a crime, if possible before it even takes place.

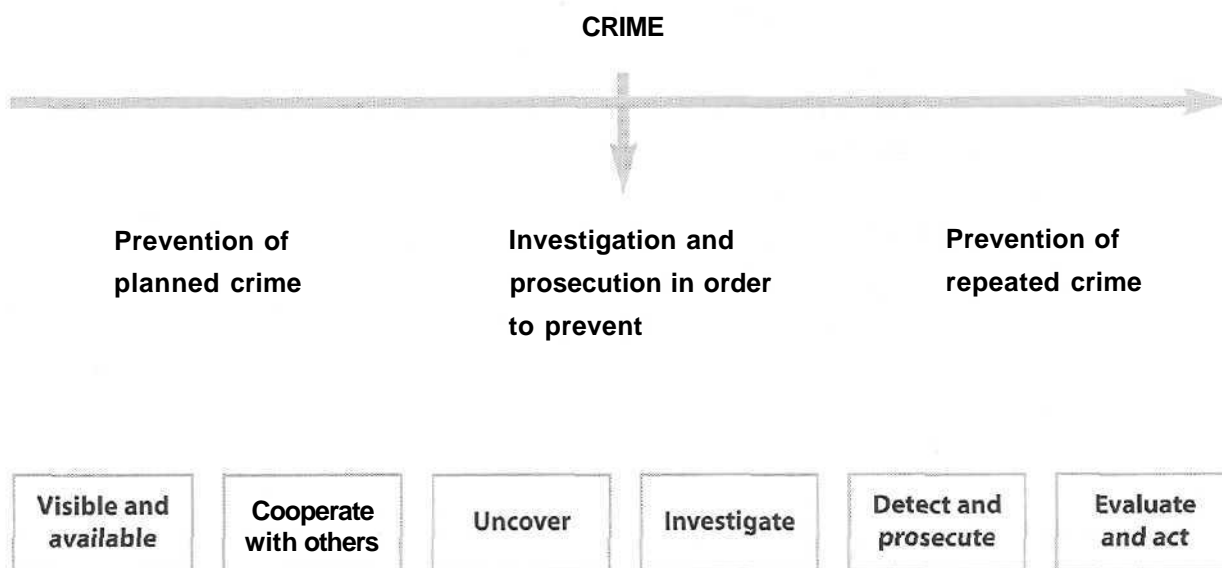
The early crime prevention efforts and the efforts to prevent repeated crime both require methodical work based on problem-oriented policing. The strategy is based on the fact that the police with their role and professional knowledge and skills, are fit to foresee and understand the elements that develop and provoke illegal behaviour. Through sound professional judgement the police will on their own or in co-operation with others be capable of preventing the commitment of an illegal action. Even though it is not always possible to prevent all criminal activity, the efforts made may constitute a basis for a quicker and better detection process and an intentional legal reaction.

The demands on information, knowledge and analysis will contribute to the quality of the prevention work. Uncritical and sudden emergency measures that often lack positive effects may be prevented.

3.3 The crime prevention chain

A vital element in the collection of information and analysis work is the contact with the public. This contact provides the police with good and necessary information and contributes to the creation of a sense of security with citizens who have an active and conscious attitude to law and order.

Another important condition for policing, is the understanding of the fact that police work through analysis, plans and specific measures is linked together in a total strategy. The time axis may be defined as a *crime prevention chain* where all police activity is included.



4. APPROACHES AND METHODS

4.1 Problem-oriented policing

POP is a working method where policing is based on a systematic use of different sources of information (a survey) in order to be able to interfere in the patterns of crime. (Torstensson & Wikstram 1995:64).

The development of POP is based on general criticism of the traditional and incident-oriented working methods of the police. The expertise and resources of the police are to a too large extent activated after a crime is committed and the resources are distributed based on the intention to detect and prosecute instead of trying to reduce the rise of new cases. With a problem-oriented approach the focus will gradually be directed more to the causes of crime, instead of towards treating the symptoms.

A general criticism of the working methods of the police is that they are not enough concerned with the interaction with the public and other authorities who have a joint responsibility, and who

often have sanction possibilities that may contribute to alter the conditions for the development of crime.

The unused resources of the police constitute the last complaint against the working methods of the police. Too much of the work and the efforts against crime are based on random goals, and not enough on planned intentional activity. There is also too little tradition for building on the knowledge of the individual officers and creativity in relation to the development of possible preventive measures.

The difference between problem-oriented and incident-oriented policing:

PROBLEM ORIENTED	INCIDENT-ORIENTED
Problem	Sudden incidents
Extensive information	Limited information
Planned measures	Response
Many different measures	Measures taken only by the police
Lasting results	Often short-term results

(Source: The National Police Board/Rikspolisstyrelsen 1999: 30)

Research on crime development and the methods for the fighting of crime have gradually established theories for a more systematic approach to crime prevention work. The textbook of the Police Academy in crime preventive policing (Balchen 1998) builds on international research on theories and strategies in crime prevention work. Herman Goldstein's book Problem-oriented policing (1990) has become normative for the development of POP as strategy in many countries.

The theory behind **POP** builds on a methodical approach by use of the **problem analysis** as a tool to direct the response towards a specific problem, a target group or a specific problem area.

The problem analysis builds on four stages:

- A** → Identification of problems
- B** → Survey and analysis
- C** → Establishment and implementation of measures
- D** → Evaluation

4.1.1 Identification of the problem

In order to work systematically towards a goal it is necessary to identify the problems. A problem in this connection is not an isolated incident, an emergency call or an offence, but a series of such incidents - a pattern of similar incidents. It is necessary to establish activity plans based on identification of a group of similar, related or repeated incidents.

It is also presupposed that the problem is extensive, or there is reason to believe that it will be and that priority is given to the attempt to solve the problem, and that it is a police task. In the identification stage it is important that the police not only gather information from their own records and statistics but also observe the demands and expectations of the community they are set to serve. It is also important that the different units have systems for gathering such information, and systems for passing on information to those working on analysis and work priorities.

When one or several problem areas are identified, priorities must be set in co-ordination with the goals of the activity plan of the district, and in line with the expectations of the public and external co-operative authorities of the police response in the area in question:

Examples of questions to be asked:

• **Why is this a problem?**

- Repeated responses?
- Many reports?
- Own observation?
- Complaints from the public
- Media attention?

• **What kind of problem, and the size of it**

- Offence (violence, theft, burglary, drugs?)
- Public order problem?
 - Traffic?
- Insecurity?

• **Are immediate measures necessary?**

- **Is** it an acute problem?
- What should be done?
- Who is responsible?

4.1.2 Survey and analysis

The purpose of a systematic collection of information on the identified problem is to find the pattern emerging when all similar, related or repeated incidents in a limited period of time are accounted for. In the survey stage it is necessary to look for the possible specific signs of the physical or social conditions that make the existence of the problem likely, in order to be able to initiate measures towards the reasons why the problem persists.

The survey and analysis stage requires good strategic intelligence work. Traditionally the intelligence work of the police is directed towards the solving of specific cases (operational intelligence)

¹Source: Rikspolisstyrelsen (Sweden 1999)

and not enough towards trends and development that make a development and an increase in crime probable.

The function of the strategic intelligence is to identify signs of development and be the basis of activity planning, strategic decisions and priorities. The strategic intelligence must also in addition to a survey of the extent and nature of the problem, contain an element of analysis. In the analysis is important to limit, identify and gather information about the problem.

Examples of questions to ask?

• **When, Where, Who or Which?**

- Places?
- Time?
- Perpetrators?
- Victims?

• **Patterns of the problems?**

- What conclusions may we draw?

• **Hidden statistics?**

- Have we found the truth?

• **More knowledge?**

- Are there others who may contribute with knowledge (researchers, other authorities)?

• **Causes?**

- What factors create the problem?

• **Observation?**

- Is more observation necessary?

• **Previous measures?**

- How was the problem previously handled?
- Routines?
- Effects?

4.1.3 Establishment and implementation of measures

When a problem or problem area is identified and analysed, plans for measures must be prepared. In the planning of measures the goal is to find realistic measures according to the extent of the problem, the goal and available resources. The activity plan must set a time limit, and must include a survey of relevant co-operation partners with a total or partial responsibility in relation to the measures to be taken. Limitation of time is important in order to measure the effect of the steps taken.

A good activity plan should include the following:

- Problem area/identification of problem
- Goal - short and long term
- Priorities
- Specific measures
- Internal and external resources
- Responsible for the implementation of the measure
- Time of implementation
- Time of evaluation

In line with the general principle of problem-oriented policing an activity plan will usually include both proactive and reactive measures.

Examples of questions to ask:

- **What situation-oriented steps (see 4.2) may be taken?**
- **What person-oriented steps may be taken (see 4.3)?**
 - Often by others than the police
- **What may be done: short-term and long-term**
 - Situation and person-oriented measures?
- **What positive/negative effects may be expected?**
 - Risk of relocation, dispersion, deterioration?
- **Are there resources available for implementation of the measures?**
 - Personnel and financial resources.
- **How is the time schedule?**
 - Who is responsible, and within what time frames?

4.1.4 Evaluation

There are the same demands on evaluation of POP as of project work. Generally it may be suggested that it would be easier to evaluate measures in situation-oriented prevention as approach than in person-oriented prevention. There are different demands on the evaluation depending on the approach and the goals. In some cases it may be preferable to get professional assistance in the evaluation process.

The main goal of the evaluation is to see if a reduction in crime is reached through the method or the steps taken. It may also be important to evaluate the planning process itself, the co-operation relations, the use of resources in relation to the results etc.

The evaluation will normally uncover to what extent the measures taken have had the desired effect, or it may show that other measures should have been taken. If there are weaknesses in the activity plan, lack of follow up of certain approaches, or a lack of contribution from the co-operation partners, the evaluation may implement new time-limited efforts towards the same goal. This would be an important condition for establishing realistic goals in the activity plan for the following year.

Examples of questions to ask:

- **How should we measure the results?**
 - Should be linked to the goal. What do we wish to achieve?
- **Follow up of the activity plan?**
 - Responsibility, work administration, implementation, time schedule?
- **How has the problem been influenced**
 - Stopped, reduced, changed character?
- **Are damages or insecurity reduced?**
 - Fewer offences, fewer complaints, safer citizens?
- **Have we increased the efficiency of our routines?**
 - Routines, co-operation?

4.2 Situational crime prevention

Situational prevention focuses on particular crime promoting elements in different situations, and on how they are regarded by the potential offender.

The methods aims at changing elements in a situation where experience indicates possible existence of crime by influencing the perpetrator's opportunity to commit crime in a certain

situation, instead of trying to change the perpetrator's basic attitude. By creating obstacles for the potential perpetrator - better security, larger risk of being caught and reduced attraction value - the goal is to reduce the perpetrator's motivation for committing a crime. The theory of situational crime prevention is the assumption that a person chooses to commit a crime, and that the choice is related to elements of the actual situation. The measures taken in situational prevention work therefore intends to change the elements of the situation and this will influence a potential perpetrator to choose to refrain from action.

An example: One may **make it more difficult to commit crime** because of physical security systems such as locks and alarm systems. By informing the public about how to secure themselves physically against crime, one wishes to influence the potential perpetrator to choose to avoid an otherwise attractive object. Electronic admission control such as coded admission cards is another method for making access to premises that may be exposed to theft more difficult.

Another situational method is to **increase the risk of being detected**, arrested and convicted. This may be obtained by formal or informal surveillance. The police may prevent crime by being present in places and at times where crime tends to be committed. Another method of formal surveillance is camera monitoring of problem areas and surveillance through security guards. An example of informal surveillance is when employees and the public in general are alert to criminal acts. A more organised form of informal control is the idea behind neighbourhood watch programs and voluntary night patrols.

4.3 Person-oriented crime prevention (social crime prevention)

Person-oriented crime prevention as approach means focus on both social, environmental and individual causes of crime. The method aims at, either to influence potential perpetrators' attitudes in order to reduce the risk of development of anti-social and criminal behaviour or to influence social conditions that promote crime.

The police see the symptoms, but not the reasons why some individuals develop anti-social behaviour. It is the responsibility of other agencies to interfere with the reasons for this anti-social behaviour, and in person-oriented crime prevention this must therefore be handled in close co-operation with others, - see SLT model. This will prevent the police from taking on tasks that are the main responsibility of other professional agencies. Person-oriented crime prevention has a long tradition of using information, training and campaigns that are not directed towards any special group, or measures where a chosen risk group is the target for measures to influence behaviour. The school is an important stage for person-oriented crime prevention policing.

Children and juveniles are important targets for person-oriented measures. Most children and juveniles have a high moral standard and are law-abiding, while there is a minority at risk of developing criminal behaviour. The person-oriented crime prevention of the police should take place in close co-operation with other agencies, and the measures indicated by the police should be directed towards persons and groups in the risk zone of developing criminal behaviour."—" (Bekymringsamtalen) may be a good tool in this connection

4.4 Local-oriented prevention

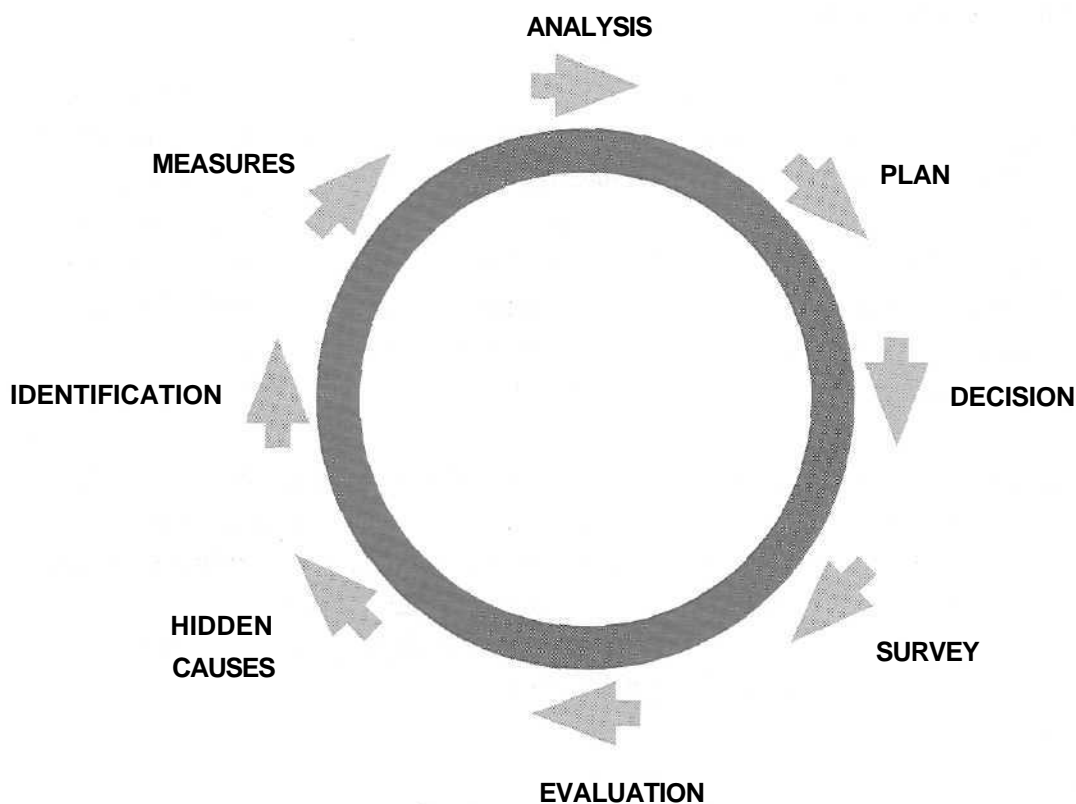
Local-oriented crime prevention are measures intending to change the social, economic and demographic conditions believed to maintain or promote crime in a local area. To influence conditions believed to have crime promoting effects in an area, means to develop and strengthen local institutions and to involve the population in crime preventive measures. The measures will often be of a situational nature.

Development of safe and good conditions for growing up and living is a goal and the responsibility of the political authorities, town planning offices, architects, local authorities and the population of the area. The role and function of the police in connection with local-oriented crime prevention is closely linked to the principles of the community policing model. The police should have a local basis and act in close co-operation with the community it is set to serve. In a local community the police should act as advisors in questions of importance for crime development in order to make the population better equipped to look after their valuables and their environment. The police must work consciously to lower the threshold of contact with the community, in particular in relation to the young people.

Good use of the local SLT work is essential for the implementation of local-oriented police work as an approach.

4.5 The crime prevention process

POP is not a static process where the different stages of the problem analysis are separated. The different stages will actually often be parallel and continuous and other elements may be added to the process of problem solving. The process may be illustrated by a planning wheel:



4.5.1 Guidelines for survey and analysis

Below we will give a survey of the six risk factors of the perpetrators and six of the situation. The survey is intended as a guide to what to look for during identification and survey of the problem:

The perpetrator:

- **Personality** - conditions that increase the probability of crime. Lack of ability to avoid crime - ability to solve conflicts, earn a living etc.
- **Short-term influences** - sudden lack of money, pressure from the situation, conflicts, alcohol/drugs etc.
- **Resources for criminal action:** skills, courage, knowledge, tools, weapons, conspirators etc.
- **Understanding and expectation** - risk, effort, gain, ethics etc.
- **Presence**-the opportunity of taking part in the crime.

The situation:

- **The target of crime**- is victim or target vulnerable, provocative, tempting etc.
- **The physical condition of the target** - is the situation, the building etc vulnerable, screened from exposure to the public, well arranged.
- **The environment of the target:** If the environment is well arranged, escape routes, lack of guards and control elements etc.
- **Absence of preventive personnel** - persons from public or private sector
- **Crime promoters** - persons or institutions that consciously or unconsciously promote crime. People who sell stolen goods, sell equipment, misunderstood tolerance etc.

4.5.2 Establishment of strategy and measures

In order to fight crime efficiently the measures must be linked to the local crime situation. It is seldom successful to copy a system directly, because the criminal situation seldom does not have the same causes. The main principles as stated in this plan, must/should be used, but they must always be adapted to the local situation, such as it appears after a local inquiry and analysis of causes and risk indicators.

Through active use of the risk indicators mentioned above, one may tailor make measures directed towards the actual goal that is identified and given priority.

The perpetrator:

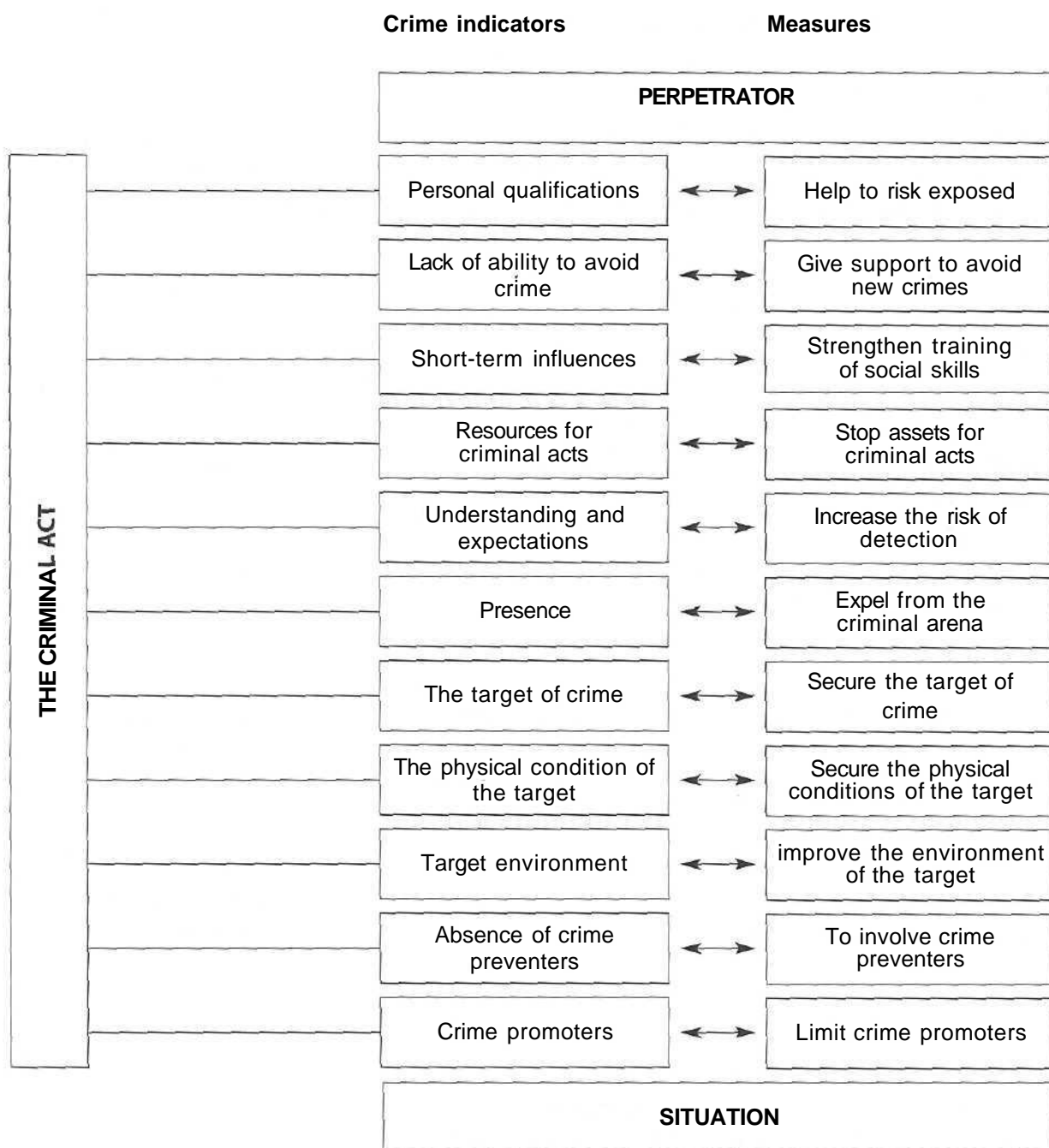
- **Help to persons exposed to risk** - survey and implementation at an early stage of definite measures in homes, school, nursery in order to alter conditions that may be sources of crime at a later stage
- **Give support in order to avoid new crime** - support for better standard of living, work training etc.
- **Support training of social skills** - train social skills in different prison programs, detoxification etc.
- **Stop resource assets for criminal acts** - weapon control, restrictions on equipment, limit the information available on security measures, measures to stop gang recruitment etc.

² Source: Ekblom, Paul: *The Conjunction of Criminal Opportunity*
-A framework for Crime Reduction Toolkits. Home Office, London.

- **Increase the risk of detection** - increase the risk of being caught, increase the efforts for gaining profit, reduce possible profit, strengthen the ethical consideration etc.
- **Exclude from the criminal arena** - limits on freedom of movement, custody, suspension in connection with company liquidation, limitations in employment.

The situation:

- **Secure the target of crime**-fewer valuables available, better security, better social control etc
- **Secure the target's physical conditions** - better admittance control, better physical conditions in buildings etc.
- **Involvement of crime prevention personnel** - strengthen social control, make persons or organisations from public or private sector more responsible, strengthen control bodies etc.
- **Limit crime promoters** - stop persons or institutions who consciously or unconsciously promote crime; people who sell stolen goods, sell equipment; Work against crime promoting information etc.



4.6 Inter-professional and inter-agency co-operation

Problem oriented police work may profit from co-operation at a local level. This means across the boundaries between administration and policing, and between departments and sections within the police. It also means relation to external co-operation partner who have a special connection to and a joint responsibility for solving the problem defined by the problem analysis.

The Police Act § 1-6 -instructs the police to co-operate with other agencies to prevent the development of crime. The police tasks touch on other public agencies' activity and area of responsibility, and there is common interest in preventing negative development at an individual or community level.

The Police instructions §15-1 elaborates this need and indicates in the text child welfare, schools and social authorities as particularly important co-operative partners for the police.

The objective of the inter-agency co-ordination is to co-ordinate, have definite goals and increase the efficiency and quality of crime prevention in the local community.

The government and ministries have increased the importance of the inter-professional and inter-agency co-operation in the crime prevention work. The Norwegian National Crime Prevention Unit (KRAD) has experimented with the organisation of inter-agency co-operation through the SLT-concept (Co-ordination of local crime preventive measures) This experimentation is evaluated by among others the Norwegian Building Research Institute (Byggforskingsinstituttet), and recommendations are given as to how to organise the co-operation.

Based on the experience, some elements are defined and should be included when establishing a SLT co-operation.

- The work must be based on a high (strategic) level in the local community and in the police.
- The SLT co-operation should contribute to the development of committing plans included in the activity plan and budgets of the different co-operating agencies.
- A local co-ordinator responsible for co-operation, continuity, progress and administration should be appointed.
- A co-operation committee with members from several sectors should manage the work.
- Voluntary groups and organisations and representatives of the different parts of business life, should be included in the co-operation when necessary.

It is recommended that the SLT co-operation is organised at three levels:

1

The management level

The work must be based on the highest decision level in the local community, through a **steering group** that establishes the general guidelines and include them in the planning process.

2

The co-ordination level

Here the practical co-ordination is organised through a working committee consisting of persons in central positions - including the permanently employed co-ordinator. One proposition is to establish a crime prevention idea association consisting of voluntary organisations, business life, house building co-operatives, etc. and give them the challenge of taking on responsibility for different measures.

3

The implementation level

Responsibility for the actual crime prevention work in the different agencies/unit/individuals, in relation to definite guidelines and priorities from the above mentioned agencies. The co-ordinator should normally not be responsible for the implementation.

The working units must in co-operation with the local municipality find their own adaptation to the three levels of organisation depending on local conditions and resources.

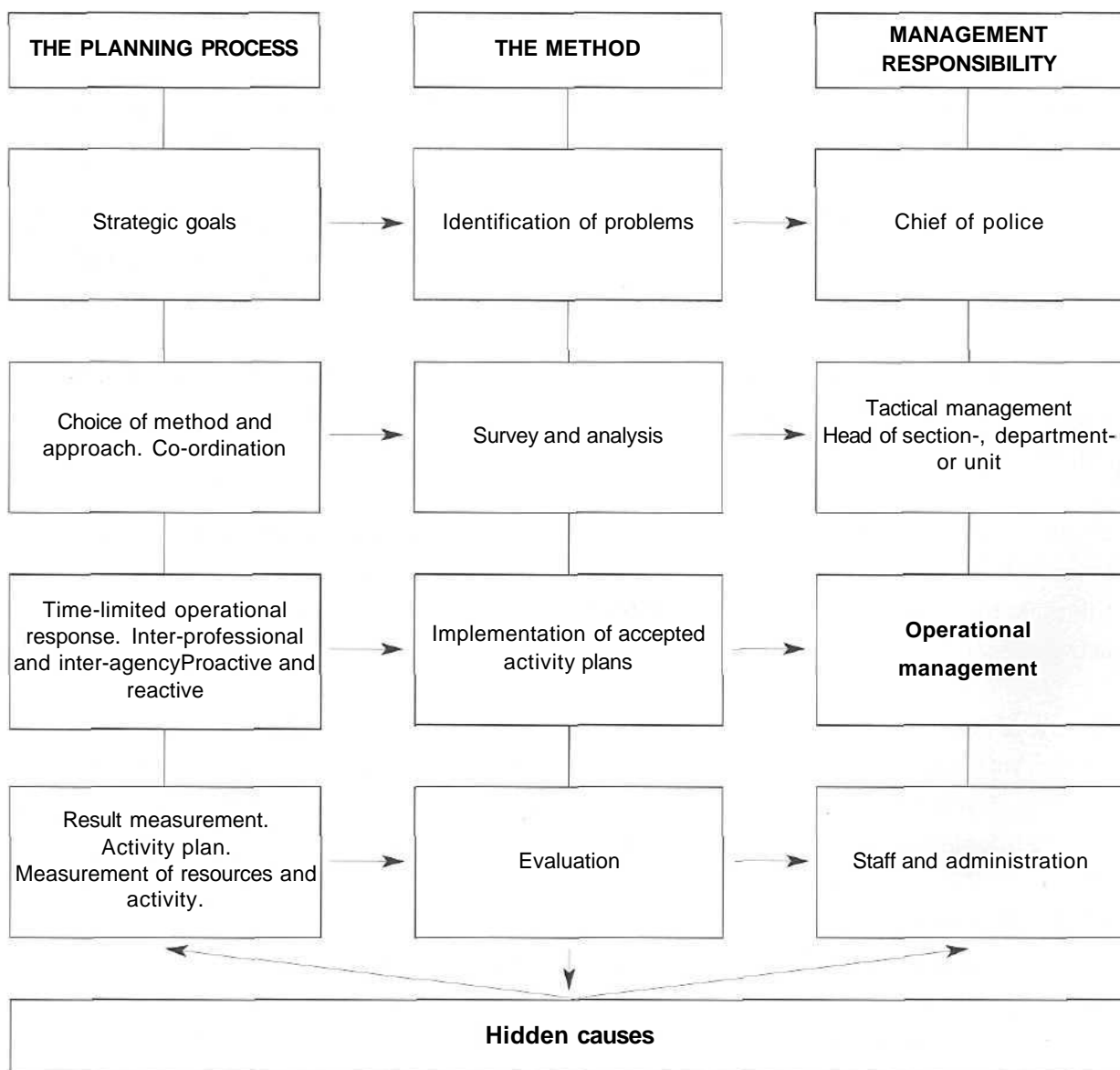
5. WORKING MODELS AND ORGANISATION

5.1 Model for a total prevention strategy

POP is an approach for all levels in the police, from the local police unit to the police districts. The approach must be the point of departure for every employee's problem-solving and for the administrative process and activity planning in the police district. This chapter describes how the police districts must consider POP as a planning and management tool to reach the district's goal.

Involvement of all employees and external co-operation partners is essential for the optimal use of the model. This may be illustrated in a simplified model describing three elements - the planning process, the method and the management responsibility. They all have to interact in order to make the strategy work optimally.

The **interaction** between these three elements may be illustrated in the following model:



5.1.1 The planning process

The annual cycle of a planning process will normally start with an evaluation of the activities of the previous year, after a distribution of resources to the working units based on the budgetary guidelines and the conclusion of activity plan 1 and II.

In connection with the implementation of a new strategy the most appropriate approach is to describe the planning process based on the general guidelines. Based on the general guidelines containing both professional, political and administrative guidelines, the police district's process of establishing strategic goals will start. These goals will be expressed in the guidelines of the chief of police and in the different units' activity plan I.

Through the administrative process between the police districts and the National Police Directorate, the central administrative guidelines and local issues are adapted, and a preliminary activity plan is prepared (VPN). This is the operational tool to be used to reach the goals of the Activity Plan I. In the process of establishing measures, it is necessary to emphasise the tactical effort to find methods and approaches that may be adequate for reaching the goals. When the financial guidelines from the Directorate are available, the final plan may be adapted to the available resources.

This strategic plan also intends to strengthen the tactical and methodical part of the planning process.

5.1.2 The problem analysis of the planning process

Stage 1: "Identification of problems". The identification should create the basis for the proposed strategic goals of the planning process, and is an overall management responsibility."

Stage 2: "Survey and analysis". This is the tactical and methodical work that has to be done to find measures and approaches suitable to reach the goals of the Activity Plan I. The responsibility is with the management of the different internal departments.

Stage 3: "Implementation of measures". This reflects the operational activities of the implementation of accepted activity plans (Activity Plan II) and is the responsibility of the operational management.

Stage 4: "Evaluation". Accepted plans that are carried out must always be evaluated and analysed in view of the results obtained, and to see if the chosen methods gave the expected profit. Only at this point there is a basis for improvement of the planning process and new goals for the next activity year may be set.

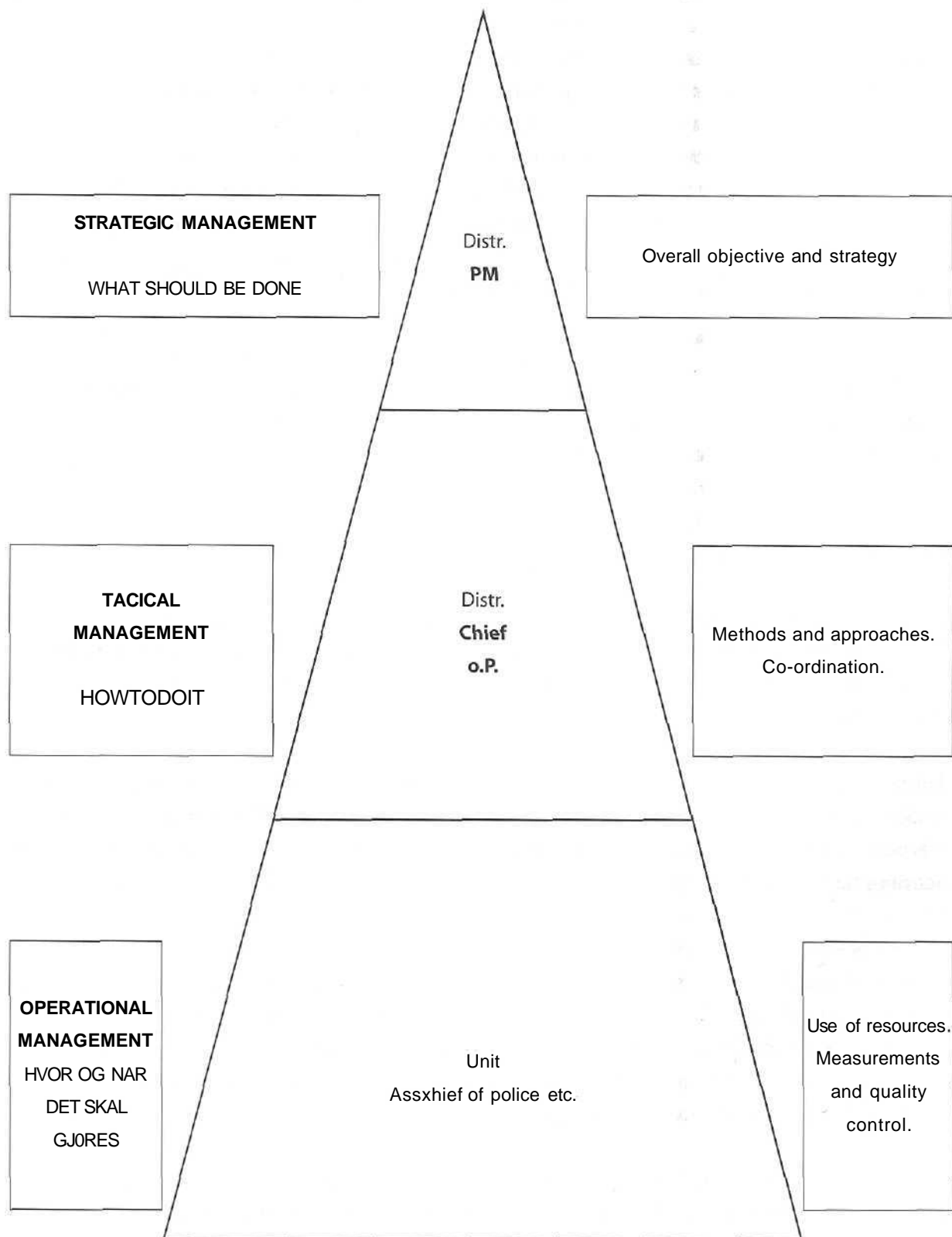
The use of POP as an approach in the crime prevention policing presupposes a strengthening of the tactical management and demands increased efforts in relation to analysis, evaluation and planning. The identification of underlying causes is an element in the evaluation process that may be a basis for improvement of the planning process for the next activity year.

5.1.3 Management responsibility

At the district level the chief of police has the overall responsibility for the establishment of strategic goals. With the administration process as point of departure it is the responsibility of the chief of police to decide what to do in the police districts in the future activity year.

At the operational level the leaders must find methods and approaches that may be implemented to obtain results related to the strategic goals. In other words they must decide how to solve the task. This is described as tactical management. They are also responsible in relation to an interaction and co-operation between the different internal units in the police district and in relation to co-operation with other public agencies or other private or voluntary activity that may contribute to the solving of the task.

At a group level the managers are responsible for the implementation of POP into operational response, and they decide *when* and *where*, and with *what resources* the task should be solved.



5.2 Organisation and co-ordination

It is important to find the right balance between guidelines for the organisation of this work and the liberty for the chiefs of police for a local adaptation. At the district level it is important that a crime prevention co-ordinator can attend to the need for special expertise, co-ordination and motivation. This should be a support function for the strategic decisions of the management. There should also in each work unit be at least one responsible person to contact for the crime prevention work. The district co-ordinator may also be a contact person in his own work unit.

The traditional organisation of the police in districts and functional departments/units represents a challenge in relation to the use of an unanimous and total strategy in the fight against crime. Internally in the work units a division into special units may promote a too strong sense of specialisation or cultural differences that may reduce the co-ordination efforts. It is the responsibility of the chief of police to organise the districts, and there may be several good models for avoiding tight barriers between the different units. A successful implementation of this strategy is, however, based on the condition that the districts choose the organisation models that will contribute to interaction between the different functions that are important parts of the POP model. And it will be particularly important to see to a close co-operation between strategic intelligence and analysis on one side, and prevention and operational activity on the other.

It is also important to co-operate with other agencies in the crime prevention work, and that the work is organised in accordance with the SLT-model (cp 5.6). It is essential that the municipality and the police work together, but it may also be beneficial to co-operate with other public agencies and private organisations.

5.3 Quality control

The fourth stage of the problem-oriented approach consists of an evaluation of measures taken. The work units should also evaluate the development of crime in their districts in view of the total crime prevention efforts. This requires a development of methods of analysis and measurement tools in order to carry out these analyses.

First of all it is necessary in such an analysis to make a survey of the preventive steps taken and the possible changes in the police work that may have influenced the crime development. Secondly one should consider the crime development in view of the police work and the different preventive measures taken. Further it is important to consider possible elements in addition to the police activity that may have influenced the crime development.

The criminal statistics are often used to measure the development of crime in spite of its weaknesses as indicator of the extent of - and changes in - crime. The number of reported crimes may be influenced by the existence of crime, detection of crime, the inclination to report crime and the registration and counting of crimes. The changes in these statistics will therefore not necessarily result from changes in the actual crime.

One should also be aware of the fact that criminal statistics to a great extent are influenced by the efforts of the police. If the police increase the patrol activity because of violence in a certain area,

the number of registered violence incidents will increase because more incidents are detected, in the long term these problems may however be prevented and give a reduction in the criminal statistics. It is therefore necessary to analyse the crime development over a long period of time in order to see the effects of the crime prevention work.

It is important to be conscious of these weaknesses in the criminal statistics and to establish good routines for the registration of crime. It would also be preferable to see the criminal statistics in view of other sources that may give some indications about crime development. The National Police Directorate is working on this issue.

Opinion polls may be such a source of analysis of the crime development and the effects of crime prevention work. The National Police Board in Sweden has created a tool for the implementation of such polls. The public are asked questions about the feeling of security and problems in their neighbourhood, to what extent they have been the object of different kinds of crime, and how they consider the police work. By carrying out such polls on a regular basis, the results - together with the criminal statistics - may give useful information on changes in crime and the public's sense of security. Such polls depend on a co-operation with public opinion poll agencies or universities with the necessary expertise to carry out these measurements.

Some units have already developed methods for measuring the effects of crime prevention work, but in most cases there is a great need for further development of this work. The National Police Directorate will develop and stimulate such work. In addition to a need for more sources in the analysis of crime development, it is necessary to make the statistics more reliable, develop computer based tools to make a more precise analysis of the development in limited areas and to train personnel in this analysis work. Further there is a need for the different work units to use the same tools and standards in this work.

6. DEVELOPMENT OF EXPERTISE

6.1 Needs

When the strategies discussed in this plan are to be implemented, it is vital for the police districts to have the necessary expertise at the different levels of the organisation, in order to make the strategies work in other parts of the organisation.

Each district must analyse on its the need for new expertise or development of existing expertise to be able to implement the strategies of crime prevention police work, and how necessary expertise building can be carried out.

All officers and managers need a basic understanding of the main ideas and working methods of POP. It will also be necessary for some persons to obtain a more specialised expertise in crime prevention policing, in order to make a solid professionally based knowledge available in the planning and development process. For the top management and the management of the units the most important issue probably is to have the necessary understanding of the strategies in question and to commit themselves to the work of implementing the strategies.

6.2 The basic education at the Police Academy

The triennial basic education for the police started in the autumn of 1992. In the university level education crime prevention policing is a specific subject with 2 counts, which means approx. four weeks of studies. In this subject the student learn about objective-oriented crime prevention work and about POP. The training also builds the necessary expertise through case studies, project work and emphasis on problem-oriented work, survey and analyses.

The officers with a university degree are therefore supposed to have a good knowledge of the basic ideas and working methods of POP. During the period from 1995-2001 approx. 2000 students have passed this education. This has strengthened the police' level of knowledge in this field.

The Police Academy must make sure the contents of the subject is developed further in line with new knowledge from research and professional literature, and with experience from police work.

6.3 Supplementary training

The Police Academy must give priority to the development of upgrading courses and postgraduate education in crime preventive policing and POP, in order to create an opportunity to advance from the basic education level and build up more specialised expertise in this field.

In addition to specific training in this field, the basic theory of this strategic plan must be included as an important element in some other training opportunities such as in management training and organisation development. Here it is natural to see this subject in connection with subjects such as activity planning and etc. In upgrading courses it will be important to train students in working methods for survey and analysis and evaluation and result indicators.

Management training and development must be strengthened. It is in particular important to adapt courses where guidance and training basically take place locally in the local work environment. In this way there will be joint training fora group designed to solve tasks together, and it may focus on the relevant need for training and development in the group and skill building for particular development projects. Such measures will also make it easier for management at the highest level to take part in the training.

The Police Academy's plans for a course leading to a Master degree, a two year full time course, will open up to the possibilities of testing and evaluation of projects also in the crime prevention field. The education at this level will also contribute to a development of knowledge on methods in the analysis and evaluation work.

There is a tendency for employees of the police agencies to get their training from other training institutions than the Police Academy. In this way the police should expand their expertise by letting their personnel receive training in management, organisation development, statistics and analysis, project work, methods in evaluation processes etc. There are also interesting training opportunities where the police participate together with other professional categories who are natural co-operation partners in the crime prevention work.

6.4 Development of expertise in the districts

It is an interesting and time consuming task for the police districts to make plans for and organise the necessary development of expertise. Inquiries must be conducted in order to find out what the district lack in expertise in order to reach the indicated goals, and necessary measures must be taken to develop this expertise. This is possible through training at different levels, through development on the job, guidance, exchange of experience, exchange programs, job rotation, study tours, participation in conferences and professional networks. POP must be a vital subject in management meetings etc.

It is important to preserve the training resulting from professional experience. The police have a lot to gain from collecting, systematizing and communicating the knowledge they have already developed. This may be done in many ways. Reports on interesting projects should be kept in the Police Academy library, which should be turned into the professional police library. Knowledge based on experience from crime prevention should be secured through articles in magazines, reports, text books. It is an important task for the Police Academy and for professional groups in the service to use modern computer based tools to systematize and stimulate the building of knowledge and to establish new methods of communication and training.

In the administrative process with the National Police Directorate the police district's plan for development of expertise, as part of the activity plan, should be a main subject. In particular it is important to make sure the management of the district has the necessary expertise to keep focus on objective-oriented crime prevention work of the district.

6.5 Research and development

Efforts in research and development work are necessary in order to strengthen the basis for understanding and improvement of police work. The National Police Directorate will organise development on a high level, and stimulate development in the police districts and other police agencies.

The Police Academy works on development and research projects, partly financed inside the budgetary limits of the Academy and partly from external sources. There is a need for a strengthening of this effort. There must be emphasis on efforts to find efficient ways of passing on results and establishing an environment for professional co-operation and exchange of knowledge.

The Police Academy's research and development work may be used in projects for further development of the professional contents both of the training and the police service in general. This kind of development should take place in co-operation with the police districts and other professional bodies where there is high professional expertise on the question.

Researchers and other professional employees of the Police Academy should give guidance to people in the service in connection with experiments and development projects. POP has much in common with research on working methods. In the crime prevention work it will be vital to develop good and efficient methods for analysing and evaluation of results. Here there are extensive and demanding tasks for testing, exchange of experience and development of expertise, for the National Police Directorate, for The Police Academy and for the police districts.

7. DEFINITIONS

The most common definitions are:

Problem-oriented police work:

An overall strategy with proactive as well as reactive measures against a defined problem area identified through survey and analysis, and where the problem analysis in four stages is used as a tool for planning and implementation of a time limited effort.

The four stages of the problem analysis:

IDENTIFY A PROBLEM
SURVEY AND ANALYSES
IMPLEMENT MEASURES
EVALUATE

Incident-drive policing:

Operational police response to a sudden situation.

Proactive work:

Efforts to prevent unwanted situations, in order to limit the degree of damage from an a situation or to prevent the situation in question or similar situation from arising again.

Reactive work:

Effort to solve, detect or prevent repetition of a problem or a situation.

Person-oriented (social) prevention:

Measures directed towards social and individual causes of problem attitude and/or crime with the intention of influencing motivation, attitudes and behaviour.

Inter-agency co-operation:

The co-operation established by the police with other agencies and organisation that have tasks linked to police work and with a goal to prevent crime and anti-social behaviour.

SLT

Co-ordination of local crime preventive efforts.

Situational approach to crime prevention:

Efforts to change elements in the situation that promote crime with the intention of motivating potential offenders to avoid criminal acts. The efforts aim at:

- preventing the opportunity to commit crime
- reducing the attraction value connected with the action by making the "reward" smaller.
- increase the risk of detection.

Local-oriented crime prevention:

Effort to change the social, economic and demographic situation assumed to maintain or promote crime in a local area

Community policing:

Permanent strengthening of the police visibility and availability in a geographically limited area (neighbourhood, local area etc.)

Strengthening the ties and communication between police and the public.

Increase the citizens' understanding of police work, strengthen trust, better service and the citizens' participation in the decision a the priority process.

Focus on social causes of crime.

Make co-operative agencies responsible.

The idea "community policing" is a common description of different kinds of locally based police services.

Project work:

A: Identification, survey and analysis of a defined problem

B: Measures

C: Testing of new methods

E: Evaluation

C: Limited in time

F: Separate budget and organisation.

Neighbourhood watch:

Involvement and organisation of citizens in a limited area - neighbourhood watch - in view of strengthening the crime prevention work through informal social control and knowledge about better security.

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