

CORPORATE PROJECT

The feasibility of implementing Problem-oriented policing
within the Lancashire Constabulary

Project Director: D.C.C. O'Connell

Project manager: A/CI Kirby

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Executive summary

Following agreement between Business group and The Divisional Commanders that Problem-oriented policing should be accepted as the policing philosophy for the Force, a feasibility study was initiated during August, 1997 to highlight the implementation issues. The project, which was conducted over 29 days, was undertaken by A/CI Kirby and directed by DCC O'Connell, and involved two steering group meetings which consisted of OCU and Divisional representatives. The resulting document discusses the history of Pop's and outlines 11 reasons why the Lancashire Constabulary should embrace it as their policing philosophy. The project also outlines 12 issues which could hamper implementation. These are: human resources; clarity of purpose, role and function; communication; resources at local level; information; ethics and values; partnerships; knowledge; leadership; managing demand; organisational culture; and evaluation. The level of risk concerning the implementation of Problem-oriented policing appears correlated with the degree of implementation throughout the organisation and the level of corporate compliance required.

The history of Problem-oriented policing

Perhaps the earliest recorded champion of Problem-oriented policing was Robert Peel in 1829, who said,

“The basic mission for which the Police exist is to prevent crime and disorder as an alternative to the repression of crime and disorder by military force and the severity of legal punishment ... The test of police efficiency is the absence of crime and disorder, not the visible evidence of police action in dealing with them”.

Unfortunately the ideals Peel articulated soon fell into disrepute, as Tallack described in 1896,

“Not only has there manifested, in most nations, a too prevalent tendency to overestimate the general efficacy of imprisonment, but also and especially, a disposition to form an exaggerated idea of its influence, in comparison with that of the police. The latter have been too exclusively regarded as mere instruments of arrest and of detection; or as a body of men whose chief function consists in being the outside servants of prison authorities.”.

The history of policing continued along this path with law enforcement becoming the over-riding principle. This had implications for the organisations that delivered these services. Termed machine bureaucracies they were, centralist and functionally based, hierarchical and rule oriented, exhibiting no devolution or empowerment. They focused on technique at the expense of community consultation, and therefore specialist departments emerged at the expense of foot patrols (Jones, 1989). Community based preventative policing, based upon the consent and co-operation of the public became largely eroded by the 1970's and this was exacerbated by governments who provided quantitative response and enforcement targets which skewed Police activity towards crime control rather than pro-active prevention. As such communities received the service the Police deemed appropriate, rather than the one they perhaps wanted. The implications of this were

graphically illustrated in the USA due to the fact the police withdrew from a number of communities allowing drugs, vice and gang warfare to flourish. This caused considerable disorder and marginalised the police from the community.

It was within this context that Professor Herman Goldstein postulated a concept labeled Problem-oriented policing. In an article published in *Crime & Delinquency* (1979), later followed up by a book in 1990, Goldstein took a critical look at police agencies and stated a number of points which can be summarised as follows:

- a) Police do not focus on outcome. They are too embroiled in their internal organisation and structure (i.e. inputs).
- b) The Police forget what they exist for. They focus on crime, which accounts for less than 30% of all calls, and do not take sufficient account of the other calls for which the community require advice and assistance.
- c) The resulting service is often ineffective. The methods of working which rely on time based response do not allow the police to identify problems. As such there is insufficient analysis, responses are shallow, and there is no evaluation. This means that the police are continually dealing with the symptoms rather than the causes of problems.
- d) Finally, due to this method of working, the police tend to be inward looking and insular. To be effective they need to make use of all the social networks which contribute to behavioural control.

Goldstein said the problem within the community is primary, and all resources should support this larger exercise. This redefines the police role and requires fresh perspectives. Undoubtedly this is a difficult task but by constantly focusing upon this end product ineffective changes which have been seen in the past should be eradicated. For example, following this approach large scale disorder which occurs regularly in a Town Centre could be controlled, not by placing more officers in public order squads but through partnerships which improve lighting or which affect licensing policy in order to make the

premises self regulatory. Solutions to problems should vary, constrained by imagination, and steered by values and ethics.

Since Goldstein's thoughts were published there has been considerable enthusiasm to introduce 'Problem-Oriented Policing'. Glensor, the Deputy Chief of Police at Reno, Nevada, interpreted Goldstein's work in 'The anatomy of the problem solving process', this produced the Community Oriented Policing and Problem solving (COPPS) model, which has been widely adopted across the USA. This work had a wealth of tactical Pop's advice. Perhaps most widely circulated was the SARA model which describes the 4 stages of problem solving Scanning; Analysis, Response and Assessment. The other model was the problem analysis triangle which focused on Goldstein's point that incidents were not random. The PAT triangle showed that by understanding the relevance of the offender, victim or location in a problem, one could plan an effective response. The COPPS approach has since been taken on by Lindsay, the Chief of Police in Edmonton, Canada, who in 1992 embarked upon an extensive programme of decentralisation and opened up community police stations throughout the city. This total shift in policing involved the community in the identification and solving of problems. The successes of this approach were later recorded in 'Community Policing in Edmonton' (1995). The outcomes were that the police once more became a part of the community; serious disorder was less likely to occur; police officers were less likely to be seriously injured; the communities were more involved; and due to a decrease in crime the public were safer.

Throughout the USA and Canada many Police agencies have embarked upon Problem-oriented policing and there are two international conferences in these countries each year in which good practice is shared. In the UK the Police Research Group (1996), reported some degree of implementation in 7 Police Forces. These were:

Surrey Police	1982 -
Metropolitan Police Service	1983 - 4
Northumbria Police	1991 - 4
Thames Valley Police	1992-
West Yorkshire Police	1994-

Merseyside Police 1995-

Leicestershire Police 1995-

Although since then there has been one added

Cleveland Police 1997-

Surrey have most openly aligned themselves to Goldstein's model, although do not use the mechanics and paperwork which others have since introduced. This is through the concept of "total geographical policing" introduced in 1988 and continually developed since. They differ from other Forces because rather than encouraging officers to individually identify and solve problems autonomously individual officers are tasked to do a specific activity which when added to other activities tackles a much larger problem.

Thames Valley, have also decided to implement Pop throughout their organisation and refer to it throughout their policing plans. They focus implementation at three levels bronze (tactical), silver (strategic initiatives with other agencies), and gold (organisational objectives such as culture transformation). Representatives from the Force have openly acknowledged the difficulties they have had with implementation, and at present there is limited evidence of widespread local implementation.

Leicestershire are coming to the end of a two year pilot in the East area of their Force. They re-structured into five basic command units which consisted of 23 Local Policing Units each led by an Inspector. Although the Force has made considerable progress in terms of local policing in real terms the implementation of Pop's has relied heavily on their community beat officers. They are presently deliberating whether to go Force wide with the initiative, which will be formally evaluated by PRG during 1998.

Cleveland Police, are divided into 4 areas, all co-terminous with unitary authorities. After implementing a short pilot study at Billingham they introduced Pop's throughout their Force area earlier this year. They stated implementation relied on 4 issues: management commitment; devolved resources to local level; information technology; and community

and agency involvement. Again rather than instituting it throughout their workforce they have relied upon community beat teams in each of their local policing areas.

All these Forces give useful insights into the difficulties of implementing Pop's.

In Lancashire all Divisions have been consulted on the feasibility of implementing Problem-oriented policing. The study found many good initiatives; Pennine have appointed a Pop co-ordinator to assist and monitor tactical problem solving by the Community Beat Officers; Eastern are piloting "Problem-oriented policing" throughout Accrington and one of the areas of Blackburn from September. It is perhaps unfair to highlight particular divisions as there are good examples of problem solving at a strategic and tactical level in all the Divisions, and there has been the start of a shift towards geographical policing. However as all Divisional Commanders have agreed this is merely the start of the process and there is a long way to go if the goal of Problem-oriented policing drives activity throughout the areas.

A definition of Problem -oriented Policing for the Lancashire Constabulary.

Unfortunately Goldstein is particularly vague when defining Problem-oriented policing. As he relates, "Problem-oriented policing consists of many elements that, taken together, are designed to reduce and resolve past conflicts.....the police are not simply involved in law enforcement but handle a broad range of community problems".

As such it has been much easier to describe the characteristics of Problem-oriented policing. Barlow (1997) outlined a number of these characteristics as:

- a belief system, a state of mind, an approach to policing; it is not a program, technique or procedure [but a total philosophy] .
- essentially concerned with identifying and solving community problems.
- proactive. It seeks to reduce crime by initiating activities which resolve community problems and inhibit the growth of crime or criminality.
- seeking to generate support for problem-resolving or crime-reducing activities amongst the communities themselves.
- placing rank and file police officers in positions similar to that of commercial brand managers. Constables have to mobilise various functions, from within and beyond the police in support of their activities.

The absence of a coherent definition has led different police agencies to interpret it in many ways. This is an issue Goldstein (1996) is particularly critical about. He states the concept has been diluted to a number of mechanical features, from which the underlying philosophy escapes.

To attempt a definition one should perhaps return to Goldstein who said the community problem was the primary issue and every member of the Police organisation should be focused towards it. It is essential everyone knows his or her part.

What does this mean in practical terms? Problem-oriented policing is a way of thinking about the police role and not just tactical problem solving. Fully developed it should have some bearing on all aspects of the Lancashire Constabulary, as problems can be both operational and organisational. One could argue, therefore that perhaps the most obvious place to direct resources would be into uniformed officers conducting operational problem solving; In this way resources should only be diverted from uniform patrol if they add the same (or more) degree of value to community problem solving in some other way. An example of this would be tutor units who are seen as an effective way to train recruits. What they do however is take away officers from dealing with routine problem solving because "downtime" is more likely to be spent within the police station. Therefore the benefits of training officers in this way needs to be balanced against the negative effect to community problem solving. It is for these reasons any definition for Problem-oriented policing can not be too tactical or prescriptive. The definition is therefore:

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

This poses a simple question for all activity, "How does what you are doing (propose to do), solve community problems" .

The rationale behind the Lancashire Constabulary accepting problem oriented policing as a policing philosophy.

1. Members of the Chief Officer team have indicated that the philosophy of policing within Lancashire requires some clarity. Without a philosophy the organisation will need to be extremely tight and prescriptive. If change is to be global clarity is important in order that all elements of the organisation are coordinated towards the common goal. The Corporate strategy states,

“We exist to serve the community and to make Lancashire a safer place by:
Enforcing the law in a purposeful way, with an emphasis on our defined priorities;
reducing the fears of the public, and as far as possible reflecting their concerns in the actions we take; working in partnership with our local communities and other organisations.”

Problem-oriented policing reflects the values of the corporate strategy, it underpins the concepts of community, intelligence led policing, and partnership. It provides a framework in which to direct all staff which ensures energy is focused.

2. The characteristics of Problem-oriented policing symbolise what the public are continually requesting. They want to see police close to the community, they want to see the police committing themselves to solving local problems, they want the police to keep them informed.
3. Our current policing philosophy, implicit in our day to day working practice, which relies heavily on enforcement, is ineffective. The reasons for this statement are outlined in an earlier section. Further, the view of a recent focus group, consisting of probationary constables, was that this method of working is frustrating because it is ineffective with the majority of calls they attend, requiring a high number of repeat calls.

4. Demand is increasing and the organisation is caught on a reactive spiral. As the Audit Commission showed, although since 1980 Police strength has risen by 8% , demand is far outstripping this figure, with crimes by officer having risen by 80% , and 999 calls by 130%. Problem-oriented policing provides a tangible strategy for controlling into that demand.
5. Problem-oriented policing provides a strategic framework for good practice. Recent reviews of police performance (see Streetwise, HMIC thematic inspection on intelligence), or current good practice (see Strathclyde spotlight initiative) all focus around a number of themes. These are directed activity which is: intelligence led; has community focus; utilises partnerships; and which deals with the cause rather than the effects of problems.
6. Problem-oriented policing provides a framework for value for money. If the focus for deployment of resources is set against an established criteria (which is solving community problems), this allows cost benefit analysis. For instance a Divisional Commander could judge the benefits of resourcing a proposed non-operational unit (i.e. a management support function) against utilising the resources to fund a further beat officer.
7. The change to Problem-oriented policing is inevitable. The spirit of this age is now changing in policing terms, from crime control to effective problem solving which improves the quality of life. The following provide evidence on this point:
 - The Morgan report (1991) spoke of community safety being a clear and legitimate concern of local government working in partnership with the Police.
 - The Police and Magistrates Court Act 1994, amongst other things, made the police more accountable and pushed them towards more localised policing.
 - The Cassells inquiry (1996) focused on the fact that the Criminal Justice System was only one part in an overall strategy to provide community safety and proposed a statutory obligation upon unitary local authorities to bring in all relevant agencies to draw up a community safety plan.

- The new government espouse a problem solving philosophy (e.g. from welfare into work, tough on the causes of crime). The Home Secretary has recently said that he expects the Police to look at new ways of solving problems. He has also said the priority must be on the quality of life issues and that the Crime and Disorder Bill will require a partnership with local authorities to deal effectively with community safety. H.O. Objectives are likely to focus on such issues, partnerships and re-victimisation.

8. Problem-oriented policing personalises policing. Enforcement is anonymous. With Pop the psychological distance is broken down as stereotypes are less easily formed. Community Policing in this way informs law enforcement. The police do not focus on symbolic targets and they shape actions to individuals rather than to types, therefore interventions are consistent, justified and sensitive. In this way overreaction is less likely, similarly the Police are less likely to be scapegoats for displaced anger.
9. ACPO towards 2000 - A Crime Prevention strategy for the millennium. Prevention is synonymous with a stable society. Indeed prevention is the most proactive of activities. Problem-oriented policing provides a framework to encompass all the ideals of this document and to enable preventative work to be done by generalists rather than a small group of specialists who are only able to direct this knowledge on a small number of problems.
10. The basis of police work is resolving problems. Police are continually asked to resolve conflict between those who want to behave in ways which encroach on others civil liberty. Whichever way it is considered one always returns to a strategic problem solving model.
11. There is evidence to suggest it works. Problem-oriented policing is effective because it brings together the critical dimensions of policing i.e targeted resources, community based policing and partnerships. Whenever a particular area is in crisis the Police agencies respond by implementing a holistic model synonymous with Problem-oriented policing; which has been found to be the most effective way of dealing with problem

areas (i.e. Meadow Well estate, Northumbria). Because such models are implemented as another tier of policing it is costly and when that level of quality policing is no longer required the police revert to time based enforcement models.

The policing model in San Diego shows the benefit of sustaining this approach in qualitative and quantitative terms. In San Diego public satisfaction has increased dramatically with less injuries being caused to police officers. Similarly crime has reduced by 69 % over 8 years. In Surrey, who are the only force in the UK found to implement this type of philosophy Force wide, their recorded crime has fallen incrementally from 51087 to 40925 (20%) and recorded incidents have fallen from 210,668 to 190,683 (9%), over the past 4 years.

Summary

There are 11 reasons for moving to the philosophy of Problem - oriented policing. Pop's is not a soft option it is difficult to implement and encompass enforcement as well as providing a more qualitative service to the public. It is argued here that Pop is a natural philosophy to underpin the Corporate Strategy.

Implementation issues for delivering Problem-oriented policing in Lancashire.

The Police Research Group have recently reviewed attempts to implement problem-oriented policing in this Country. They highlighted variations in terms of:

- a wide or narrow geographical spread
- a short or long- term lifespan
- the application of Pop to any issue that arises, or only to specific predetermined issues
- problem identification from the top-down or bottom-up;
- the introduction of separate Pop teams, or the adoption of Pop techniques by all officers;
- the identification of problems by the police, or by the community and external agencies; and
- the formation and implementation of responses by police officers only, or in partnership with the community and external agencies.

Goldstein (1996), is concerned that Pop's has been trivialized. He saw the concept being most effective if implemented at a strategic level. He observes that it has been focused at a tactical level. This has had its benefits but has also taken attention away from the critical need to engage in researching more substantive problems that the police confront.

A model synonymous with Goldstein's thoughts would be similar to the one implemented by the San Diego Police Department. Here all levels of staff are focused towards problem solving. As such senior managers take responsibility for their part in solving strategic problems externally with other agencies, as well as the problems within the organisation. All the leaders drive the process through and provide the environment where community policing can take place. The vast majority of human resources are geographically based on uniform patrol. They are assigned to teams which are multi-functional, and their professionalism emanates from taking responsibility for their own development and having a clear steer in terms of mission and values of their organisation. They are customer focused being assigned and accountable to specific communities. They are highly creative

and empowered. They are rewarded, selected, and appraised on their ability to solve problems in their communities.

In this model all supporting departments take a positive role towards community problem solving because they affect it in some way. For instance Internal affairs (Complaints and Discipline Department) are necessary to monitor the standards of the organisation, however staffing is resourced at the expense of taking patrol officers away from the community. As such a problem solving solution is to get officers to monitor themselves through making dishonesty a dismissable offence (values of the organisation). In this way officers are more likely to be truthful over their behaviour with the public allowing a much smaller team able to deal with the complaints they receive. Similarly in the philosophy of Pop's they pro-actively investigate serious offenses, such as corruption, rather than continually react to complaints.

There are many other Police agencies who have implemented the concept of Pop's, although most of these agencies have implemented the concept with a small number of community based officers. Although this has shown some success this type of implementation is extremely difficult to sustain as the other tiers of policing remain as normal and Pop's becomes marginalised.

The nature of policing within Lancashire has started to change considerably, a geographical structure has been put in place which can support this approach. Nevertheless implementation will be a challenging prospect and will follow a critical path. The steps along this path are outlined below, and alongside are highlighted the strategic issues they raise:

Problem-oriented policing

requires

quality staff (Human Resources)

who

know their part in the organisation (clarity of roles/responsibility; communication).

who

have the tools to deliver (resources at local level; information flow; partnerships; knowledge)

who

are allowed to deliver (leadership; managing demand)

who

want to deliver (organisational culture; rewards; employee relations)

and

who do deliver outputs and outcomes (evaluation, values and ethics).

These strategic issues will now be dealt with in more detail.

Human Resources.

Overview

The Human Resource strategy states that, "We will service the demands of the Corporate and Operational Strategies in both quality and quantity of people, ensuring that we supply the right people, in the right place, with the right skills, at the right time". There is no doubt Problem-oriented policing requires quality police and support staff.

Those Police agencies who have implemented Pop's, at some level, have traditionally focused upon the recruitment of Police staff. This is not surprising as the skills required from an enforcement officer are different to a 'problem-oriented' officer. Tilley speaks of people in the organisation requiring intelligence, energy and imagination which he says are scarce commodities in any organisation. Certainly recruits will need to exhibit flexibility, have a desire to serve and organise the community, and have the skills to think laterally, mediate and facilitate. How these skills are assessed is open to professional judgment although in Duluth, Minnesota the local Police Chief recruits officers on applicants past experience of, and capacity for working with, the community as well as skills in problem solving. He also involves members of the community to select these recruits (Tilley, 1997).

Recruitment in all roles is critical. An obvious example are Communication room operators who, in San Diego only deploy officers to 40% of incoming calls compared to Lancashire who deploy to about 70%. The resources San Diego saves because of this, (equates to 660 deployments per day in Lancashire) has been obtained by recruiting highly proficient staff with an aptitude for conflict resolution. With a limited budget, and within the philosophy of Pop's all staff in support roles should be seen at the expense of uniform community officers therefore the Force needs to identify the role they wish staff to perform and decide how to assess potential for that role.

This recruitment process is also symbolic. It is the first stage of a cradle to grave approach in which the organisation passes information about itself. If done correctly it helps those who are not suitable deselect themselves, as well as start to mold the attitude and behaviour of those who are. The philosophy of Problem-oriented policing must therefore be highly integrated into this process.

Recruitment however is only one part of the management of Human Resources. A Problem-oriented approach gives a clear steer not only the type of people who are required for the organisation but also how they are developed (dealt with later), rewarded, and selected for other roles.

Current status:

This project involved consultation with the recruitment manager and supporting staff. The project focused predominantly upon the recruitment for police officers. It found the recruitment process has recently been reviewed and focuses strongly on communication skills and problem solving, which are the essential skills required for Pop's. It therefore appears that new recruits are of sufficient quality to conduct POP's although a recent longitudinal study on recruits shows that a number do display a distorted image of police work prior to entering the Constabulary, which subsequently affects their views and ultimately their service to the public. The study found:

- attachment to centralised tutor units precipitates a demand led philosophy
- they quickly lose customer focus.
- the first aggressive person they meet has a strong influence upon them.
- they do not spend sufficient time on, nor are they sufficiently equipped to deal with, community problems such as juvenile nuisance.

The Human Resource strategy sets out in clear terms the way in which the organisation needs to deal with its staff. This will undoubtedly support a Pop approach.

Implementation plan:

- The HR strategy gives a framework for how staff will be recruited and dealt with. The present system in terms of police recruits does monitor the most relevant characteristics for this type of work. No contingency plan is required prior to the implementation of Pop's in the short term.
- In the medium to long term the Human Resource management strategy provides a framework for sustaining the Pop philosophy (i.e. employee relations, rewards). As such Problem-oriented policing needs to be integrated into all these processes, including the competency framework.

Clarity of purpose, role and function.

Overview:

To implement Problem-oriented policing it is essential that the organisation knows its purpose and all members know the part they must play. To achieve this there must be clarity of ownership and accountability in whatever activity staff are expected to do. Best practice around the world has shown that maximum impact is obtained from having staff who all participate in directed, intelligence led policing, which focuses on clear objectives.

Problem-oriented policing brings in for closer scrutiny all those who are not directly engaged supporting the identification and resolution of community problems. The relevant questions are: what is the function of the post; who is the post accountable to; how does that post add value to community problem solving; and why is the post filled at a particular level?

This concept is perhaps worthy of further explanation. For geographically based Inspectors who lead multifunctional teams issues of responsibility, accountability and ownership are relatively simple. However in a structure which encompasses separate functional teams clarity can become blurred. For instance, in our present structures, there could be a number of responses following community concern over a rise of burglary. Responsibility for action could be on the response driver, intelligence unit, community beat officer, reactive CID officer, or targeting team. There is also ambiguity over which manager, other than the senior managers, are accountable for this response. This has practical implications, for instance a 'targeting team' working to one Inspector could conduct an operation which is completely contradictory to tactics already introduced by a Geographical Inspector. This activity is unprofessional, wasteful, frustrating to the officers, and potentially damaging to the community.

To translate strategy into outcome staff need to know what to do, and the ways in which they can do it. This will be dealt with in the later sections of communication, leadership and knowledge.

Current status:

The current planning process allows for all staff posts to be reviewed in order that their relevance to the corporate strategy (and therefore the philosophy for Pop's) be judged. It has been highlighted that insufficient emphasis was placed on this issue last year. If not dealt with effectively this year it presents a high risk for the successful implementation of Problem-oriented policing.

There is considerable emphasis still on status and functional units such as squads. Squads are historically our preferred method of dealing with problems. This however takes officers away from community contact and precipitates agendas which drift from the common goal. The utilisation of squads also makes officers look inward, towards increasing tactical enforcement ability, rather than looking outward and more creatively. There is a need to move from time based scales to geographical teams which are multi-functional. There is a considerable gap in terms of our present and intended status.

Implementation plan:

- There will be input on Problem-oriented policing prior to the planning process.
- Recommended that there is more emphasis, in this area this year by the Divisional and Departmental planning teams and Business group.
- It is also recommended the philosophy of Problem-oriented policing be written into the corporate strategy to give that direction to the Force.
- Divisional Commanders to support Pop activity at all levels.

Communication:

Overview

Communication is a wide issue. This section will deal specifically with communicating the Pop's philosophy. A later section will deal with information flow.

If Problem-oriented policing is to be implemented throughout the Force the transition from our current working practices to the new practices would be considerable. There is considerable evidence from other forces that when Pop's is introduced the concept is not properly understood.

It is therefore imperative that people understand why Problem-oriented policing is a better way of working. This message needs to be communicated in an efficient and effective manner to all individuals within the organisation. However if Pop's is a long term philosophy it should exist as an organising principle for all work to be systematically supported, facilitated, recognised and rewarded. In this way communication should be passed through as many mediums as possible.

Current status:

Problem-oriented policing has been presented and discussed with a number of Divisions and Departments Although the audience has predominantly been managers there has been some input to service delivery staff. This project has also been publicised through "police post", and a number of Divisions have taken responsibility for communicating the concept of Pop's to their own staff. Generally speaking however Problem-oriented policing is still thought to be just the province of community beat officers, and in essence the majority of officers will not know what Pop's is and how they can play their part in it. This issue if not dealt with provides a high risk in terms of successful implementation.

Implementation plan:

- A meeting has taken place between the Project Director, Project manager and Corporate communications manager on this issue. A communications strategy will be formulated.
- In the short term the existing methods of communicating the philosophy will continue and inputs should be given to the planning teams prior to the three year strategic workshops. All facilitators for the process will be fully briefed as to the philosophy of Pop's.
- A video is being planned which will convey the message of Pop's, to supplement people's understanding.
- In the medium to long term if individuals are to be constantly reminded that it is the philosophy of the Force then it should be woven throughout the Human resource strategy in a cradle to grave approach. In this way it should be communicated to those who show an interest in joining the Constabulary as well as to those being appraised, or being selected for a particular role (see organisational culture later).
- Experience from other Forces shows it is imperative that members of the Business group take a high profile in communicating the commitment of the Force to this process.
- It is also important that Divisional and Departmental managers take a prominent role in communicating the Pop's philosophy.
- Divisional and Departmental managers to implement symbolic action to reward Pop approach.

Resources at a local level.

Overview

To conduct Problem-oriented policing a police organisation must get closer to the community. They must forge closer links to assist in the 4 stages integral to solving community problems. These are identification, analysis, response and assessment, which should be done at strategic and tactical levels. To be done effectively resources should be under local control.

To identify problems police officers must interact very closely to the community in order to identify issues which are not normally exposed. Secondly to analyse the cause of the problem locally based staff, at all levels, must be able to identify and analyse all the contributory factors which cause them. Third, to make effective and innovative interventions staff need to know how members of the wider community can assist. Finally, to assess qualitative outcome, information sources must become much softer and closer to the community. In essence Commanders must have the staff and resources to police local communities in the most appropriate and flexible way.

Police agencies who have delivered the philosophy of Pop's have done so through the medium of 'geographical responsibility'. Rather than giving teams responsibility for the policing of a large area for a small period of time, they have given wider responsibility to a particular team for a much smaller area.

In practice Police forces have experienced difficulty in implementing "geographic policing" because it requires much greater flexibility and skills. There have however been some notable successes. San Diego Police Department allowed the public to define Communities and then gave ownership and accountability to Geographical Inspectors who controlled all the personnel for that area. The Surrey Police embarked upon a concept known as 'Total Geographic Policing' approximately 9 years ago. Again the concept is that an Inspector has ownership for a particular area. In Surrey each area has a number of beats and the officers who have particular responsibility for a beat also have responsibility for patrolling

the larger area. This has completely transformed the method of working with one Inspector extremely aware of the issues in his or her area of responsibility and the benefit of being able to direct resources (including CID) to prioritised problems. With this method of working there is no benefit in ignoring a problem as it will always come back to the same officers to be dealt with.

However, local policing is often found difficult to implement problems often occur because resources are spread very thinly; this is often the result of different tiers of policing being maintained. San Diego Police Department, through successful management of demand, and by diverting only a small proportion of their resources into management and specialists were able to put large numbers on patrol in geographical areas. Surrey Police devolved nearly all resources onto Geographical areas although kept a small proportion on HQ strength which cover cluster Divisions for emergency response or pre-planned patrol.

One other Police Force is worthy of mention here on the issue of local resources. Cleveland Police moved policing boundaries to be coterminous with unitary authorities. Although Cleveland is implementing Pop's incrementally, with a tier of response officers above the Community Beat teams, they are committed to geographical policing and have devolved 80% of resources to Divisions. In this way responses to problems which require financing (i.e. publicity material, equipment) can be authorised immediately so that there is no delay tackling the problem. Devolved financial management is viewed as a facilitator to problem solving.

Current status

Business Group have recently decided to devolve budgets from April 1998. There is no doubt Pop benefits from devolvement of budgets to Division. In the Divisional Policing Plans for this year there has been a move towards geographical policing, although

generally a large proportion of the resources have stayed centrally within the Division. Running numerous tiers of policing is contrary to the philosophy of Pop's.

Implementation plan:

- Budgets will be devolved from April 1998.
- A pilot study is to be commenced in Eastern Division on Pop's which gives more resources and responsibility to specific geographical areas. This should supply useful information for the planning workshops.
- Further work will be done by the OCU in this area to provide further information on methods for implementing geographical policing to assist Divisional planning teams.
- Assumptions, yet to be decided, will be built into the planning process.

Information

Overview:

It can be argued that the most valuable resource to the organisation after people is information. Problem-oriented policing is driven through quality information.

Quality information is that which is... easily accessible, relevant (in that it directs action), and timely. Ideally information should only be entered once into a system, stored in a single environment site, and can be widely disseminated to the people who need it. If all information exists in one place staff have a true picture of behaviour in their community. This simple concept is difficult to achieve, information systems within the Police service have rarely been looked at holistically. The Force needs to establish the key sources of information and then decide the architecture of how this information can be collected and disseminated.

Perhaps a few points will show how information systems affect the implementation of Problem-oriented policing.

First the communities need to be profiled. Officers need a good knowledge of their areas, and need to identify sources from which they will obtain representative views. They also need a baseline in terms of measures of outcome (safe, involved and reassured), in order that performance can be assessed.

In terms of deploying officers to incidents a system which provides the officer with recent historical information regarding the incident, together with any particular action which is needed to solve the problem is beneficial. This type of command and control system would be able to cost all activity which would be useful when analysing organisational problems which affected operational performance.

Analysis of the information is obviously critical. Tools are needed which allow the analysis of incidents and crimes in a single environment, which show the number of calls in terms of victim, location and offender, both spatially and temporally.

How this information is used to create action is the next process. In this briefings are essential to direct patrol. Officers need relevant information which directs activity on a particular day. Problem-oriented policing will make the passing of this information more difficult because officers will work according to demand, coming on duty at different times of the day.

Communication to and between officers also needs to be flexible and secure. Further the information flow between the police and the public also needs to be identified. Quality of life is affected by perception. Perceptions are manipulated by many other mediums other than direct contact with the police. The organisation therefore needs to start working through methods of passing this information, i.e. internet, the media.

Current status

- There is considerable work being done in this area concerning the collection and dissemination of information. The recruitment of 20 analysts has commenced.
- Work is being undertaken considering the data retained by the County Council, and how it can assist in Community Safety.
- A mapping project is being conducted which will facilitate the analysis of crime and incidents, showing 'hot spots'.
- The ICE project will bring present data systems into a single environment for analysis.
- I2 are supplying software for the analysts to interrogate data.
- There is a project on " briefing" which will look at the mediums in which Briefings can be done.
- The Managing Demand project is underway which looks at many information issues. Consultation is currently underway with the project manager of PSRCP as to how this can assist Pop's.

Implementation plan:

- Prior to the start of the next planning year trained intelligence analysts will be in place on Divisions.
- Prior to the next planning year the tools to show the frequency of recurring problems in the areas of location, victim and offender, for both crime and disorder will be available. This information will show trends such as geographical hot-spots, differentiated by offence category and time, and the information will be dynamic and timely in its delivery.
- The main weakness for Problem-oriented policing will be in providing intelligence on 'live events', as yet there is no contingency plan in respect of this.

Partnerships

Overview:

There needs to be an acceptance of the need for partnerships at all levels of the organisation.

At a strategic level stakeholders need to be managed in order that Pop's can be implemented. The change of culture has the potential to affect performance detrimentally in terms of output and stakeholders need to be aware of this.

Other Police Forces have found that there are benefits in consulting with such people as Chief Executives prior to asking for help. Police Forces have, in the main found other public agencies very enthusiastic to help, although some have found differing enthusiasm, and this is an area where senior managers can assist in negotiating with their opposite numbers in the other public services. The importance of partnerships is important all the way along this hierarchy, as public services have similar structures. At a senior management level partnerships need to be very strong with local authorities. The most impactful work can be done at this level. Lobbying for bylaws, changes in licensing policy, joint initiatives, can all be done here. Similarly the sharing of information with agencies such as Social services, Housing, and the NHS, can supply quality information as to the health of communities. The importance of the partnership approach continues along to Constables who can solve long standing problems using partners in the wider community.

Good practice in this area has been to promote presentations to the police from external agencies and to maintain a database of those who are able to help in given situations. A number of Forces in the UK have placed liaison officers into the local authorities they are coterminous with. Other good practice has been from the Cleveland Constabulary who have received accommodation from the unitary authorities to allow Police officers to be more locally based. In a number of cases this has meant having an office in premises used by the local housing officer. This facilitates collaboration and also precipitates informal

contact between the Police and the community who visit the premises to see other agencies.

In this partnerships are as relevant from a bottom up approach. For example, constables are able to make contact with G.P.'s , local drug rehabilitation to deal with drugs issues.

Current status:

Work has been done at the business group to inform stakeholders of the move to a Problem -oriented policing approach. Similarly there has also been considerable work done on Divisions utilising the local authorities. Pennine Division are presently logging all their partnerships

Implementation plan:

- There needs to be a scoping study by Divisions prior to the forthcoming planning process to highlight any difficulties they may envisage in this regard together with plans to deal with it.
- Divisions need to share best practice on the use of partners at strategic and tactical levels.
- Staff at all levels to be briefed in terms of the importance of partnerships for Pop's.
- Divisions to be encouraged to keep a database of partners who have been used effectively in order that this best practice can be passed. A number of Forces have kept a Pop database which registers: problems, ways in which they were dealt with (including partnerships and contact numbers) and evaluation.

Knowledge

Overview

This project found that Police agencies who had implemented Problem-oriented policing stated they suffered implementation difficulties by expecting police officers to be natural problem solvers (therefore giving no training), or providing limited initial training without any further support/training/ development/coaching. There is no doubt that the introduction of Problem-oriented policing makes service delivery much harder to conduct. It requires tackling difficult problems with innovative solutions.

In terms of service delivery good practice appears to emanate from those agencies who have provided initial training, taken a team approach (which allows a breadth of experience to tackle the problem), and who use 'live problems' to facilitate continuous coaching. In training Forces have perhaps focused too much on at the mechanical implementation of the SARA model to assist tactical problem solving. However if we focus on outcome, structured problem solving is merely one of the areas that are needed to develop staff in Problem-oriented policing. Depending on the level of implementation operational and managerial development will be a very dynamic process. In effect it requires a rethink on what development is provided and why it is provided. Constables will need tactical information, the skills to form partnerships, to consult with, and organise their community. Managers will need to utilise many skills, one of which will be cost benefit analysis.

There will be insufficient resources at the centre to provide all learning opportunities and this would be less effective anyway. What is needed is a cultural shift in the way we learn, in that the Force needs to move towards a learning organisation whereupon staff take responsibility for development. The process of developing individuals needs to be flexible and responsive. Development needs to be geared around problem identification, analysis, response and assessment in the community. With resources located in the community, the community will drive and prioritise need. For instance officers working in the Audley range area of Blackburn would need an in-depth knowledge of the ethnic communities in

that area. Such information would be best coming from the community themselves rather than any Police Training course.

What is also apparent is that the learning curve will be steep. The Constabulary will be breaking new ground continuously. A large central structure on which to place all responsibility for learning will not benefit this process. Indeed processes urgently need to be identified to allow officers to self develop.

Current status

This process does rely on the passing of good practice at a speed which the Constabulary has not previously seen. The legacy from very functional systems is that knowledge/development is seen as the responsibility of the centre and can only be done through formal courses. The implementation of Pop's will mean that development issues will be breaking new ground for the Constabulary continuously. Current systems are not sufficient to pass good practice at the speed required. The open learning centres are one new innovation which supplies support for this type of development.

Implementation plan:

- A package is currently being prepared to brief all staff on tactical problem solving using the SARA and PAT conceptual models. This would involve up to 1 day of training on Divisions.
- There needs to be consideration in the next planning process how to identify, design, deliver, and evaluate training which meets local needs. The HR Strategy provides a number of ways in which this can be done.
- The process of providing support will be important to sustain the Pop approach. Seen in SanDiego Police Department was a Force Pop coordinator. It was this persons job to co-ordinate all Pop projects and keep a database of members from non-police agencies who could assist. This is something Divisions could support which could be co-ordinated through the Divisional Intelligence units. If networked such a database could be researched and spread good practice between Divisions. This software has not been developed as yet.

- Budget provision to be put in place to pay for development costs.

Leadership.

Overview

Service delivery staff can only deliver Pop's if managers/supervisors provide the environment for the process to flourish. The transformation of strategy to outcome is a process driven by leaders.

The Cleveland Constabulary placed management commitment as one of the four areas needed for the successful implementation of Pop's. Through liaison with other Forces this project has found that managers at all levels have obstructed the implementation of Pops for different reasons. Operational managers in some Police Forces, although supporting the principle, have expected service delivery staff just to do it and not explicitly supported it; similarly some have not understood the strategic implications of the philosophy. Some middle managers have also slowed down the process recognising their job had changed significantly; in fact geographical Inspectors found they had the responsibility for considerably more resources such as CID. Finally team leaders are critical in this process as they are the closest to service deliverers. They direct, reward, tutor and infuse values. Again it was found that some team leaders did not want to change from traditional methods of working.

Current status

Leaders need to be supportive of the process at every level and a framework for this behaviour is set out in the HR strategy.

The current status of the Constabulary in this area is ambiguous. It was identified by the change process that there has been little systematic development of managers within the organisation. Recent management development showed that although there is a great enthusiasm for change, managers are task focused, they predominantly look back rather than forward, and are used to working within a blame culture. This is inconsistent with the workings of Problem-oriented policing.

Implementation plan.

- The short term plan is to communicate openly what is required from highest levels of the organisation. Similarly team leaders will be going through a reinduction process this year.
- Divisional and Departmental Commanders to audit their staff on this issue and take whatever action is appropriate.
- The medium to long term plan is to progress the competency framework and introduce effective assessment for future leaders.

Managing demand.

Overview:

This issue can be dealt with under two specific headings, managing incoming demand and increasing resources (volunteers and income generation).

To implement Problem-oriented policing there is a need to manage demand so that employees can be as pro-active as possible. Problem solving requires time in its initial stages; many police organisations are caught in a reactive spiral, continually responding to requests for assistance although not dealing with them effectively. Although Pop's, in the long term, eats away at that demand, in the short term demand can be suffocating. As mentioned Police agencies have often responded to the implementation of Pop's by placing a tier of problem solvers into the structure who also have to continue responding to a high level of calls. Others have taken a strategic look at demand; as discussed earlier SDPD assessed the number of deployments which required no action and trained their call handling staff to cut down on deployments significantly.

Managing demand is a strategic issue for employees at all levels. To make effective interventions all staff need to get of the reactive spiral. For middle managers Pop's means that they no longer deploy 4 regular shifts. They should manage areas by putting resources to beats at different times of the day, week, month.

As well as utilising police resources better there is also another way to help meet demand and that is the use of the community. This project found some imaginative schemes which have utilised the community to take ownership of problems for themselves and provide services which traditionally the police would have been responsible for. This is particularly impactful in the USA and Canada. However mobilisation of the community is not just an American phenomenon and there are weekly examples of the community mobilising themselves without any help from the Police. There are good examples of groups in the UK being mobilised by the Police, such as neighbourhood watch and the Special Constabulary. Leicestershire Police, for example, recruited Community Action Teams on

each of the geographical areas to assist in Problem solving. Lancaster have used volunteers to open a police station. Blackburn have looked at special constables being allocated community beats.

From a different direction Devon & Cornwall Police have a crime alert system in which 'real time' incidents are passed quickly to diverse areas in the community such as the transport systems and local shops. This quickly magnifies the amount of witnesses concerning a "crime in action".

Similarly income generation has the potential to expand resources.

The emphasis must be placed upon how the organization deals with volunteers in terms of valuing the contribution. The experience of this project is that it is harder to recruit volunteers, the more deprived the area. However, although this is said the ageing population must be seen as an enabler to assist problem solving rather than a drain on resources

These are specific issues, there are of course many more generic ones. These taken from the Managing Demand project are:

- Public satisfaction.
The gap between the organisations capability to deliver and meet the communities needs and expectations need to be met or narrowed.
- Effective and Efficient management and control of demand.
Working towards the provision of a high quality service in the most cost effective way.
- One stop solution and resolution.
Processes to be developed whereby demand is resolved at the earliest opportunity.
- Strategic alliances and partnerships.
Where appropriate to develop partnerships with other police forces and organisations.

Implementation plan:

- All Divisions to assess levels of incidents recorded as 'no cause for police action'.
- Good practice to be spread between Divisions on efforts in this area.
- Further scoping by OCU on good practice in the use of volunteers.
- Divisions to reflect on the 4 key outcomes discussed above and plan their contribution to them.

Organisational culture.

Overview:

Being capable of delivering problem-oriented policing does not always guarantee its implementation. Many organisations surveyed during the course of this study stated that they believed officers would not deliver this type of work because enforcement is exciting, conceptually simple (moving quickly from one incident to another using only the Criminal Justice System to drive decision making). Numerous academics have commented upon the organisational culture of the police service, which is notoriously difficult to transform at both the cognitive and behavioural level.

There are perhaps a number of reasons for this. The first being the perception of police work. Community work and prevention are often treated as cosmetic, and done by specialists. The media, public, and perhaps the police themselves have images on what policing is about. As Police television programmes show crime investigation makes a better story than juvenile nuisance.

It is envisaged Pop's will initially create further disturbance to the culture of the organisation due to the structural changes it causes. The Lancashire Constabulary is presently structured in a variety of ways to deal with the complexity of policing. It provides a variety of products which supplied through well rehearsed means. This is efficient in terms of the internal workings of the organisation because people feel relatively secure, however, this is less useful to the public as the product is not focused to their needs. Therefore to meet public needs we need staff who have a range of functions within themselves, in order that they can tailor the response determinant upon requirements. The ramifications for this are that first we need a change of values, and secondly we need to make some of the existing functions redundant as we move towards multi-functional in all but the most specialist type of work. This which might precipitate a cultural backlash.

Current status.

Although there has been some effect seen from the Human Resource strategy a longitudinal study on new recruits bears out the concerns outlined above.

Implementation plan:

- Organisational culture is a learning process, and as such can change. The predominant management ideology has the greatest effect on organisational culture, therefore a Pop philosophy will move the culture in a positive direction.
- The way to change culture is through diverse intervention at all levels. Therefore if the Chief Officer team clearly want this philosophy to infuse the organisation, and show continual commitment to it, it has every chance of success.
- Organisational culture is the symptom or effect of all the other issues spoken of before. However the organization needs to support the problem solving process, holistically linking it to selection, appraisal and rewards. Indeed Pop's needs to be explicitly supported through an all encompassing Human resource strategy looking at such issues as resourcing, employee relations, staff development and rewards.
- Divisions need to contribute to this process, by valuing, rewarding and sanctioning appropriate behaviour. For example vacancies could be held on specialist departments rather than uniformed patrol.

Evaluation

Overview:

What and how do you evaluate? Evaluation of Pop's has proved extremely difficult although there are a number of choices. First, there is the choice of not evaluating output but merely outcome. This creates a number of difficulties, first one still has to evaluate the value added by the process and this would focus on quality of life issues rather than enforcement (consistent with the corporate strategy). However, what has been found by one Force who have implemented Pop's process, Force wide is that without any performance management system to monitor problem solving no energy has gone into the process at a strategic level. As a result many Police agencies have introduced performance management systems which have monitored the process of Pop's, and this has revealed a number of benefits. First it has sustained the Pop approach in a systematic way and has evaluated each Pop project individually. Secondly because Divisions have been monitored as to their level of problem solving, energy has been put into the process.

Problem - oriented policing can be evaluated on three specific objectives.

- reduce the ever increasing demand which will allow an increasingly pro-active approach.
- encourage communities / partners to resolve problems themselves.
- affecting positively the quality of life for the communities of Lancashire (Safe, Involved, Reassured).

Current status

Business group are presently deliberating on the what critical management information is required to assess performance. Performance indicators are likely to be introduced next year which will ask Forces to show their of a problem solving approach, specifically in terms of partnership and re-victimisation.

It is ambiguous to what level Divisions have a bench mark as to the quality of life for their communities (safe, involved, reassured). This benchmark is important in order that intervention can be measured.

Implementation plan:

- Business group to determine the critical performance measures in light of a decision on the Home Office key performance indicators for the next planning year.
- Divisional planning teams to deliberate on how they monitor the process of problem-oriented policing.
- Divisions to have in place a benchmark in respect of quality of life indicators for their communities in order that Pop can be measured.

Ethics and Values

Overview:

Getting close to the community inevitably allows the public to get much closer to the police. There is a growing need for ethics and values to be explicit in the organisation. The reasons for this are:

- Problem-oriented policing means Police officers will have a large amount of discretion through being empowered. Their action should be steered by the values and ethical standard of the organisation.
- With the advent of intelligence led policing, there is the potential for much more intrusiveness on civil liberties. A strong ethical stance is needed.
- Solving of problems needs creative behaviour this again needs to be steered by values and ethics.
- Police officers will get much closer to the community and be seen as role models. Their values and ethics should be exemplary.

Current status:

The values of the organisation are mentioned in the Corporate and HR strategy although they do not get sufficient prominence.

Implementation plan :

- There is a Corporate Project on ethics
- It is recommended that the issues of ethics will be mentioned in the corporate strategy.

Conclusion to implementation issues

The previous sections showed that there are a number of issues which affect the successful implementation of Problem-oriented policing. The organisation has already made significant movement in that direction because the corporate strategy is synonymous with many of the Pop principles. Although none of the issues mentioned are sufficiently critical to prevent the implementation of a Pop philosophy, a number of questions have been raised which require consideration.

Perhaps the first question is whether implementation should be incremental or holistic. The move to a holistic model in one go would create a high risk in terms of success, and would have to be thoroughly planned. Whatever the process a number of Forces spoken to have emphasised the importance of pilot studies to highlight difficult areas. It may be that Divisions who have started to implement some parts of the Pop's philosophy already would not benefit from this approach.

The second issue concerns corporacy and the level the centre dictates implementation should be consistent across Divisions. Divisions will be at different areas of development and have different problems to overcome in order to implement the philosophy of Pop's. Whatever the decision corporacy is important in systems, software, or paperwork which Divisions may generate to monitor Pop's. It would be expensive and inefficient in terms of learning if such procedures were not shared.

Finally there are two ways in which the response to Pop's can be implemented. In one way officers can be given complete autonomy to identify and resolve problems (Leicestershire approach), on the other hand problems can be flagged by the local intelligence unit and officers can be directed to conduct particular tasks to work towards the wider problem. Again Divisions may take different stances on this. Whatever the decision on these issues there was considerable tactical information obtained by the project which will be fed into the planning process at a later stage.

APPENDIX



Project Name P.O.P. implementation - a feasibility study.....
 Project Number
 Author A/CI Stuart Kirby

 Version 2.....
 Date 24th June. 1997

PROJECT INITIATION DOCUMENT

The following headings must be covered in sequence.

1. Background

The potential of Problem Oriented Policing (P.O.P), to facilitate the delivery of the corporate strategy was recognised by the business group during 1996. With the approval of the Police Authority, Lancashire Officers visited the San Diego Police Department (regarded as world leaders in the field), during March, 1997. Following the visit presentations were made to the business group and Divisional Commanders and the principles of P.O.P were accepted. On the 5th June, 1997 the Business Group and Divisional Commanders agreed that a study should be initiated looking at the feasibility of implementing problem oriented policing within the 1998/99 planning year.

2. Extent of Project

Forcewide

3. Objectives

To facilitate the delivery of the corporate strategy and in particular to address the strategic issues of: operational effectiveness; demand management, communication, developing people, customer focus, management information and management focus, this project will:

- i) Document the rationale behind the Force accepting problem oriented policing as a policing philosophy.
- ii) Provide a definition of problem oriented policing which is acceptable to the Constabulary.
- iii) Detail/itemise the potential internal blocks for delivering problem oriented policing within the Lancashire Constabulary.
- iv) Detail/itemise the external factors affecting the implementation of problem oriented policing
- v) Having identified the potential blocks conduct a risk assessment on each, and provide a broad range of options to mitigate against them.
- vi) Provide an assessment of the organisational and structural implications of a problem oriented approach.

4. Benefits and Outcomes

- (i) The provision of information to the Business group which will outline the implications of a problem oriented policing approach, thereby permitting a more informed review of the corporate strategy within this policing philosophy.
- (ii) The provision of information which will assist Divisional / Departmental Commanders review 3 year strategies and develop 1 year plans, with a view to more effective delivery of the corporate strategy.

5. Deliverables and Timescales

1. Summary of literature, by 31.7.97
2. Final report 31.8.97, which will encompass the following sections:
 - The history of Problem Oriented Policing.
 - A workable definition.
 - The rationale behind the integration of Problem Oriented Policing into the Corporate Strategy.
 - The identification of issues which could affect the successful implementation of P.O.P. This will include human resource and structural implications.
 - A risk assessment on the strategic issues of P.O.P. together with a broad range of contingency plans.
 - a checklist for implementing P.O.P.

6. Activities List and Estimated Effort

No.	Activity	Estimated Effort (Days)
1	Collate and analyse all available written information on problem oriented policing utilising academic/policing/internet sources.	3
2	Inform Divisional/ Departmental commanders of the project and publicise it to the Force (via Police post), asking for contributions.	½
3	Analyse the activity currently being undertaken within the Force in relation to community safety and the external environment.	½
4	Visit all Divisions within the Lancashire Constabulary area and identify existing activity on problem oriented policing.	4
5	Identify British Police Forces who have implemented problem oriented policing.	1
6	Select two forces who have implemented problem oriented policing and liaise with managers and service deliverers to identify implementation issues.	4
7	Identify critical groups who would sustain the problem oriented policing philosophy on Division. Then, using a person centred approach, generate issues which would facilitate or prevent that group from implementing such an approach.	6
8	Collate critical issues which have the potential to affect implementation of a problem oriented approach.	2
9	Prepare a risk assessment on the critical issues together with a broad range of contingency plans to mitigate against them.	4
10	Prepare a final report.	4
	TOTAL	29

7. Estimated Effort and Cost

Description of Cost (Project Team)	Total Estimated Effort (Days)	Rate/Day £	Total Cost £
Acting Chief Inspector	29	256	7424
Sub-Total	29	256	7424
Project Management @ 20%	n/a		
TOTAL	29	256	7424

Revenue Expenses

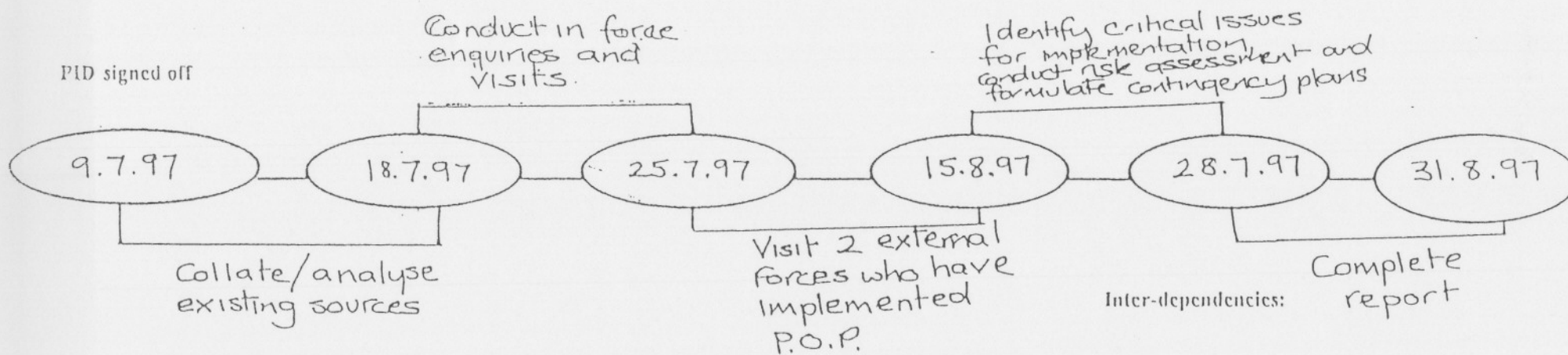
Travelling/subsistence for visits to Divisions and to 2 Force areas outside the Constabulary area.	500
TOTAL	500

Capital Expenses

TOTAL	

TOTAL COSTS		7924
10% contingency		8716.40

8. Activity Precedence Plan



RISK MANAGEMENT PLAN

Purpose

- To identify and evaluate all potential threats to the successful completion of the project and delivery of the benefits.
- To develop feasible and cost effective ways of minimising the likelihood of the threat occurring and its impact.
- To monitor continuously all identified risks, and to take appropriate action if the threat occurs.
- New threats will arise throughout the project, these must be identified and documented in the Risk Management Plan. Risk Management must always be proactive.

Completing the form

Date: The date that the risk was identified
 Description of risk: A brief description of the perceived threat to the success of the project, which can include the size and complexity of the project, people matters, changes to business strategies, dependencies on other projects, etc.

Impact of Event on Project	LIKELIHOOD OF EVENT OCCURRING			
	Unlikely	Fairly Likely	Very Likely	Certain
Minor impact on schedule/cost. No impact on benefits	Low	Low	Medium	Medium
Major impact on schedule/cost. Some impact on benefits	Medium	Medium	Medium	High
Major impact on schedule/cost. Major impact on benefits	Medium	Medium	High	High

Low: Monitor risk. No specific action required
 Medium: Consider actions to reduce risk. Prepare contingency plans.
 High: Take positive actions to reduce risk. Reconsider project viability before proceeding.

Action to reduce level of risk: This section is to be used to document the action to be taken to reduce and manage the risks.

The options available include:

- Avoid the risk
 - break the project into more manageable elements
 - reduce the scope of objectives
 - modify plans to reduce inter-dependencies
 - bring forward high risk work to increase the available time
- Share the risk
 - take out insurance
- Make contingency plans
 - identify alternative approaches or work around
 - identify additional resources to stand by
- Accept the risk
 - notify affected parties of the potential risk
 - monitor the risk and keep those affected informed

If any further risks are identified throughout the project, then they should be documented. If the risk identified is predicted to have a significant impact on the cost/quality/time of the project, then the risk must be included in the PID and the PID resubmitted to Direction Group. Any other risks should be documented within the Progress Report (PM.12).

11. Project Team/Stakeholders

Project Team

Acting Chief Inspector Kirby

Stakeholders

Chief Officers

Divisional Commanders

Departmental Commanders

12. Success Criteria

To have identified all issues which would affect the successful implementation of problem oriented policing within the Lancashire Constabulary and provide sufficient information to enable Divisional and Departmental planning teams prepare their policing plans utilising this philosophy for the 1998/99 planning year.

13. Authorisation

..... Date
Project Director

..... Date
Chair, Project Direction Group

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