Policing

Center for Problem-Oriented Policing
Policing

Image

Reality
Function of Police: Image

🌟 To fight crime
🌟 To enforce the law
🌟 To protect and serve
Function of Police: Reality

- To prevent and control threats to life and property
- To aid crime victims and protect individuals in danger
- To protect constitutional guarantees
- To facilitate the movement of people and vehicles
- To assist those who cannot care for themselves
- To resolve conflict between individuals, groups, or between citizens and government
- To identify community problems
- To create and maintain a feeling of security in the community
Capacity

Image

Reality
Capacity

Image  Reality
Policing Strategy

Preventive Patrol

Rapid Response

Investigation
Relationship of Police to Criminal Justice System

Police
- Arrest
- No arrest

Prosecutor
- Charge filed
- No file

Court
- Convict
- Acquit

 Corrections
- Jail
- Probation
What is the sequence of events in the criminal justice system?

**Entry into the system**
- Report and observed crime
- Investigation
- Arrest
- Charges filed
- Preliminary hearing
- Bail or detention hearing

**Prosecution and pretrial services**
- Information
- Refusal to indict
- Grand jury
- Charges dropped or dismissed
- Information

**Felonies**
- Trial
- Convicted
- Sentencing and sanctions
- Appeal
- Probation
- Revocation
- Prison

**Misdemeanors**
- Convicted
- Sentence
- Jail
- Revocation
- Parole

**Juvenile offenders**
- Nonpolice referrals
- Released or diverted
- Diversion by law enforcement, prosecutor, or court
- Waived to criminal court
- Informal processing

**Juvenile offenders**
- Disposition
- Probation or other nonresidential disposition
- Revocation or residential placement
- Aftercare

**Note:** This chart gives a simplified view of caseflow through the criminal justice system. Procedures vary among jurisdictions. The weights of the lines are not intended to show actual size of caseloads.

**Source:** Adapted from The challenge of crime in a free society, President's Commission on Law Enforcement and Administration of Justice, 1967. This revision, a result of the Symposium on the 30th Anniversary of the President's Commission, was prepared by the Bureau of Justice Statistics in 1997.
Relationship of Police to Other Systems

- Criminal Justice System
- Juvenile Justice
- Child Protection
- Mental Health
- Drug & Alcohol Treatment
- Community Groups
- Schools
- Dispute Resolution
- Code Enforcement
- Licensing & Regulation
- Nuisance Abatement
Need for Assistance

Image

“Suspicious? Call the Police”

Watch out! There’s a thief about

Reality

Your neighborhood depends on it.
Identifying & Prioritizing Problems

7. What do you perceive to be problems in your neighborhood? A rating of 1 represents the

<table>
<thead>
<tr>
<th></th>
<th>Sexual Assault</th>
<th>h. Burglary / Robbery</th>
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</thead>
<tbody>
<tr>
<td>a</td>
<td>Select an Answer</td>
<td>Select an Answer</td>
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<tr>
<td>b</td>
<td>Domestic Violence</td>
<td>i. Theft</td>
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<td>Select an Answer</td>
<td>Select an Answer</td>
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<td>c</td>
<td>Illegal Drug Activity</td>
<td>j. Loitering / Curfew</td>
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<td>d</td>
<td>Gangs</td>
<td>k. Vehicle Accidents</td>
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<td>Select an Answer</td>
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<td>e</td>
<td>Physical Assaults</td>
<td>l. Public Drinking</td>
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<td>Select an Answer</td>
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<tr>
<td>f</td>
<td>Vandalism</td>
<td>m. Traffic / Speeding</td>
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<tr>
<td></td>
<td>Select an Answer</td>
<td>Select an Answer</td>
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<tr>
<td>g</td>
<td>Child Abuse</td>
<td>n. Loud Parties / Noise</td>
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<td></td>
<td>Select an Answer</td>
<td>Select an Answer</td>
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<td>h</td>
<td>List other issues:</td>
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Taking Action

Protesting

Patrolling

Cleaning

Monitoring

Petitioning
Officer Discretion

Image: None

Reality: Lots

- Where to patrol
- What to emphasize
- Whether to investigate
- How to investigate
- Whether to arrest
- How to arrest
- What alternatives to use
Accountability

Image

Reality
Control

Image

Reality
Organization

Image

Reality
Personnel

Image

Reality
<table>
<thead>
<tr>
<th>Key Elements of Policing</th>
<th>Image</th>
<th>Reality</th>
<th>Resolution</th>
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</thead>
<tbody>
<tr>
<td>Function</td>
<td>Simple</td>
<td>Complex</td>
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<tr>
<td>Capacity</td>
<td>Unlimited</td>
<td>Limited</td>
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<tr>
<td>Assistance</td>
<td>Little needed</td>
<td>Lots needed</td>
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<tr>
<td>Methods and Means</td>
<td>Patrol/arrest</td>
<td>Varied</td>
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<tr>
<td>Discretion</td>
<td>None</td>
<td>Much</td>
<td></td>
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<tr>
<td>Accountability</td>
<td>Clear &amp; direct</td>
<td>Ambiguous</td>
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<tr>
<td>Control</td>
<td>Tight</td>
<td>Loose</td>
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<td>Organization</td>
<td>Rigid</td>
<td>Flexible</td>
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<td>Personnel</td>
<td>Obedient</td>
<td>Adaptive</td>
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Problem-Oriented Policing
Improving Policing: A Problem-Oriented Approach

Herman Goldstein

The police have been particularly susceptible to the "more cop equals more crime" syndrome, placing more emphasis on their improvement efforts on organization and operating methods than on the substantive outcomes of their work. This condition has been fueled by the professional movement within the police field, with its concentration on the staffing, management, and organization of the police service. Within that context, the assumption has been made that improvements in the internal management of police departments will enable the police to deal more effectively with the problems they are called upon to handle. If the police are to realize a greater return on the investment made in improving their operations, and if they are to matter as a profession, they must ensure themselves more directly with the end result of their efforts. Meeting this need requires that the police develop a more systematic approach for examining and addressing the problems that the public expects them to handle. It requires identifying these problems in more precise terms, researching each problem, discovering the nature of the current public response, assessing its efficacy and the advisability of existing authority and resources, engaging in a broad evaluation of alternatives to present responses, weighing the merits of these alternatives, and choosing from among them.

Improvements in staffing, organization, and management remain important, but they should be achieved—and may, in fact, be more achievable—within the context of a more direct concern with the outcome of policing.

Complaints from passengers waiting to use the Rapid to Greenfield line service that "the drivers were speaking past queues of up to 20 people with a smile and a wave of a hand" have been met by a statement pointing out that "it is impossible for the drivers to keep their timetable if they have to stop for passengers."

All bus operators risk becoming so preoccupied with running their organizations and getting so involved in their methods of operating that they lose sight

Herman Goldstein, Professor, Law School, University of Wisconsin-Madison. The author is indebted to the University of Wisconsin Extension Department of Law for making the time available to produce this article as part of a larger effort to randomize the university's role in research and training for the police.


1979

1990
What Is Problem-Oriented Policing?

PROBLEM-ORIENTED POLICING (POP) is an approach to policing in which (1) DISCRETE PIECES OF POLICE BUSINESS (each consisting of a cluster of similar incidents, whether crimes or acts of disorder, that the police are expected to handle) are subject to (2) MICROSCOPIC EXAMINATION (drawing on the especially honed skills of crime analysts and the accumulated experience of operating field personnel) in hopes that what is freshly learned about each problem will lead to discovering a (3) NEW AND MORE EFFECTIVE STRATEGY for dealing with it. POP places a high value on new responses that are (4) PREVENTIVE in nature, that are (5) NOT DEPENDENT ON THE USE OF THE CRIMINAL JUSTICE SYSTEM, and that (6) ENGAGE OTHER PUBLIC AGENCIES, THE COMMUNITY AND THE PRIVATE SECTOR when their involvement has the potential for significantly contributing to the reduction of the problem. POP carries a commitment to (7) IMPLEMENTING THE NEW STRATEGY, (8) RIGOROUSLY EVALUATING ITS EFFECTIVENESS, and, subsequently, (9) REPORTING THE RESULTS in ways that will benefit other police agencies and that will ultimately contribute to (10) BUILDING A BODY OF KNOWLEDGE that supports the further professionalization of the police.
Defining Problems

“…discrete pieces of police business…”
CHEERS

- Community is affected
- Harm is caused
- Expectations of police are reasonable
- Events are discrete and describable
- Recurring nature of the events
- Similarity exists among events
By Behavior

- Panhandling
- Robbery
- Assault
- Speeding
- Drug dealing
By Persons

• Gangs
• Mentally ill persons
• Chronic inebriates
• Repeat offenders
• Repeat victims
By Location

- Bar
- Intersection
- Neighborhood
- House
- Apartment complex
By Time

- Bar closing time
- Annual festival
- Rush hour


Incident Count

TIME OF DAY

00 01 02 03 04 05 06 07 08 09 10 11 12 13 14 15 16 17 18 19 20 21 22 23
Hybrid Problems

Assaults by and of college students in and around college bars on weekend nights
Scope of Problems

- Single location/individual
- Neighborhood
- Cross-jurisdictional
- District
- Citywide
Common Problems from A to Z

- Abandoned buildings
- Abandoned/derelict vehicles
- Assault and battery
  - Aggravated assault
  - Gun violence
  - Simple assault
  - Fighting
  - Drug-related assault
- Apartment complex problems...
- ...Day laborer problems
- Dignitary and celebrity protection
- Disorderly youth in public places
  - Skateboarding or cycling on streets or sidewalks
- Domestic violence
  - Domestic disturbances...
- Drag racing
- Drive-by shootings
Common Problems from A to Z

- ...Gambling
- Organized illegal gambling
- Gambling in public places
- Gang activity
- Gang graffiti
- Gang vs. gang violence

- Gasoline drive-offs (see also Theft)
- Graffiti (see also Vandalism)
- Group homes
  - Runaways from group homes
  - Assaults at group homes...
Common Problems from A to Z

• …Noise
  • Persons
  • Vehicles
  • House parties
  • Stereos
  • Car stereos
  • Barking dogs
  • Alarm soundings…

• Obscene phone calls
  • Offensive odors
  • Organized crime
  • Panhandling
  • Park problems
  • Parking complaints
  • Pawn shops
  • Prostitution…
Common Problems from A to Z

• …Underage drinking (see also College problems)
• Unlicensed driving (see also Traffic accidents; Drunk Driving)
• Vandalism
  – Criminal damage to property
  – Graffiti
• Vehicle lockouts
• Weapons offenses
  – Trafficking in guns
• Witness intimidation
### Problems Commonly Addressed by Police

<table>
<thead>
<tr>
<th>Problem</th>
<th>Example</th>
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<tbody>
<tr>
<td>Abandoned children</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Abandoned property</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Abandoned/dereciclcate buildings</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Accidental shootings</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Acquaintance rape (aka Date rape)</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Age-impaired driving (aka Elderly drivers and Teenage drivers)</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Aggressive driving</td>
<td>Fighting (aka Mutual combat)</td>
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<td>Alarm soundings (including car alarms)</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Animal cruelty (including animal fighting)</td>
<td>Fighting (aka Mutual combat)</td>
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<td>Animal endangerment</td>
<td>Fighting (aka Mutual combat)</td>
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<td>Animal waste</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Animal-vehicle crashes (especially deer)</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Arson for profit (form of insurance fraud)</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Arson to conceal evidence of other crimes</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Assault of transportation-system passengers</td>
<td>Fighting (aka Mutual combat)</td>
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<td>Assault of transportation-system staff</td>
<td>Fighting (aka Mutual combat)</td>
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<tr>
<td>Assault in and around bars</td>
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<tr>
<td>Assault in workplaces (aka Workplace violence)</td>
<td>Fighting (aka Mutual combat)</td>
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<td>Auto theft for export across land borders</td>
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<td>Auto theft from streets and driveways</td>
<td>Fighting (aka Mutual combat)</td>
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<td>Auto theft from stores</td>
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<td>Auto theft from storage areas</td>
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| Auto theft for export across land borders                              | Fighting (aka Mutual combi...
Scanning for Problems
Identifying and Defining Policing Problems

Michael S. Scott
Analyzing Problems

“…are subject to microscopic examination…”
Analysis Objectives

✓ Confirm problem is real
✓ Confirm problem is what it appears to be or redefine it
✓ Develop a “theory of the problem” to explain why it’s happening
✓ Accumulate evidence about the problem
Problem Analysis Triangle

Handler
Offender
Place
Manager
Target/victim
Guardian

Problem

PROBLEM
Analysis Guides
Purpose of Analyzing Problems

“...discovering a new and more effective strategy...”
Emphasizing Prevention

“...places a high value on responses that are preventive...”
Looking for Alternatives to Arrest

“…not dependent on the criminal justice system…”
Alternative Responses

- Mobilizing the Community
- Coordinating with Other Services
- Reinforcing Informal Social Control
- Conveying Information
- Pressing for New Laws to Control Conditions that Create Problems
- Focusing on Repeat Offenders, Victims & Complainants
- Issuing Warnings
- Selective Intensive Enforcement
- Enforcing Civil Laws
- Creating & Enforcing New Probation Conditions
- Altering the Physical Environment
- Mediating & Negotiating
Sharing Responsibility

“…that engage other public agencies, the community, and the private sector…”
Police Methods for Shifting Responsibility

Engaging and supporting the community

- Making an informal request
- Educating
- Engaging existing services
- Advocating for new services
- Making a confrontational request
- Public shaming
- Withdrawing police service
- Charging fees for police service
- Mandating through legislation
- Bringing a civil action

Degree of resistance

Degree of coercion

Evidence required

Resources required
Shifting and Sharing Responsibility for Public Safety Problems

Michael S. Scott
Herman Goldstein
Taking Action

“…carries a commitment to implementing the new strategy…”
Implementing Responses to Problems

by
Rick Brown
Michael S. Scott
Assessing Results

“...rigorously evaluating its effectiveness...”
Defining Success

• Eliminate the problem
• Reduce the volume of incidents
• Reduce the harm from incidents
• Shift responsibility to those better able to address it
• More humane and fair responses
Problem-solving Process

Scanning
Analysis
Assessment
Response

SARA
Reporting Results

“…reporting the results to benefit other police agencies…”
Furthering the Profession

“...building a body of knowledge...”