Policing

Center for Problem-Oriented Policing
Policing: Image v. Reality

Image

Reality
Function of Police: Image

- To fight crime
- To enforce the law
- To protect and serve
Function of Police: Real

- 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 problems
- To create and maintain a feeling of security in the community
Capacity: Image
Capacity: Real

Limited Numbers  Limited Authority
Need for Community Assistance:

Image
Need for Community Assistance: Real

Identifying Problems

Protesting

Patrolling

Cleaning

Monitoring

Petitioning
Methods & Means: Image

Preventive Patrol

Investigation

Rapid Response

Crackdowns

More Police
Methods & Means: Real

- Mobilizing the Community
- Coordinating with Other Services
- Reinforcing Informal Social Control
- Conveying Information
- Focusing on Repeat Offenders, Victims & Complainants
- Issuing Warnings
- Selective Intensive Enforcement
- Enforcing Civil Laws
- Creating & Enforcing New Probation Conditions
- Mediating & Negotiating
- Altering the Physical Environment
- Pressing for New Laws to Control Conditions that Create Problems
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:
- Reported and observed crime
- Investigation
- Arrest
- Charges filed
- Initial appearance
- Preliminary hearing
- Bail or detention hearing
- Information
- Refusal to indict
- Grand jury

Prosecution and pretrial services:
- Unresolved
- Released without prosecution
- Released without prosecution
- Charges dropped or dismissed
- Charges dropped or dismissed

Adjudication:
- Refusal to indict
- Trial
- Arraignment
- Charge dismissed
- Acquitted
- Guilty plea
- Sentencing and sanctions
- Appeal

Sentencing and sanctions:
- Convicted
- Sentencing
- Acquitted
- Guilty plea
- Reduction of charge
- Charge dismissed
- Acquitted
- Satisfied
- Out of system

Corrections:
- Probation
- Revocation
- Prison
- Parole
- Pardon and clemency
- Capital punishment
- Out of system (registration, notification)
- Jail
- Intermediate sanctions
- Out of system
- Revocation
- Probation

Juvenile offenders:
- Nonpolice referrals
- Released or released or diverted
- Information
- Disposition
- Reconviction
- Residential placement
- Aftercare
- Out of system

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

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

Image

Reality

POLICE CALL LOG

Possible numbers to call depending on activity:
- Non-emergency: 777-2020 (press 1 and then press 6)
- Emergency: 911 or 777-2011 from your cell phone
- 238-DRUG: Anonymous hotline when you see suspicious or illegal drug activity, please leave a message
- Alcoholic Beverage Action Team (ABAT, 238-7143) to report illegal alcohol dispensing or illegal activity outside of liquor store
- Code Compliance, 238-3391: handle minor related concerns such as broken windows or activity in encroached vacant buildings
- Illegal Dumping on Public Property, 777-5000: describe the contents and amount of the dumping, the nearest address where it is has been observed, and by whom
- Crime report forms can be downloaded and printed from www.oaklandpolice.com

Please ask for an incident or report # and log your call below:

<table>
<thead>
<tr>
<th>Date</th>
<th>Time</th>
<th>Description of Incident including the following: Incident Report or Completed #</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Address or location: Description (height, weight, gender, race/ethnicity, age, hair, clothes/shoes, brilliant, etc.) and behavior: Car - license plate if applicable/year, color and other pertinent information</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Did this Police Respond?</td>
</tr>
<tr>
<td></td>
<td></td>
<td>Did the Police Respond?</td>
</tr>
</tbody>
</table>

What action was taken?
Officer Discretion

Image: None

Real: Lots

- Where to patrol
- What to emphasize
- Whether to investigate
- How to investigate
- Whether to arrest
- How to arrest
- What alternatives to use
2-400 POLICE DISCRETION

Police officers, of necessity, exercise professional discretion in deciding whether or not to arrest citizens for violations of the law. Other specific laws, department policies, or orders of a supervisor may further limit officers’ discretion and direct whether or not to effect an arrest.

In general, police officers, using sound professional judgment, may take the following factors into consideration when deciding whether or not to arrest a citizen:

1. The seriousness and nature of the offense (generally, the more serious the offense, the more likely arrest is the preferred course of action);
2. The potential that arrest will effectively aid in the resolution of a conflict;
3. The availability of legal alternatives to arrest that would adequately resolve the conflict or problem;
4. The likelihood that the citizen will be deterred from future violations by warning and education;
5. The officer’s belief that the citizen made an honest mistake in violation of the law;
6. The victim-witness’s interest in prosecution;
7. The likelihood of formal prosecution of the offense;
8. The potential that arrest will create more serious breaches of the peace or other problems (e.g., inciting riot);
9. Legitimate competing priorities for police resources.
10. The officer’s belief that the arrest will protect members of the community and/or the citizen.

The following factors are among those that are improper for a police officer to consider in deciding whether or not to make an arrest:

1. The citizen’s economic status, race, ethnicity, gender, or other status for which the law prohibits legal discrimination;
2. The revenue likely to be generated by fines or penalties imposed upon conviction;
3. The personal or professional relationship that the citizen has with the police officer or with other influential citizens;
4. The personal advantage to the officer for processing or avoiding processing of the arrest (e.g., overtime compensation, desire to finish tour of duty, avoidance of paperwork, etc.).
Organization

Image

Real
Personnel: Image

Image

Real

BECOME A POLICE OFFICER

The Opportunity of a Lifetime
<table>
<thead>
<tr>
<th>Key Elements of Policing</th>
<th>Image</th>
<th>Reality</th>
<th>Resolution</th>
</tr>
</thead>
<tbody>
<tr>
<td>Function</td>
<td>Simple</td>
<td>Complex</td>
<td></td>
</tr>
<tr>
<td>Capacity</td>
<td>Unlimited</td>
<td>Limited</td>
<td></td>
</tr>
<tr>
<td>Assistance</td>
<td>Little needed</td>
<td>Lots needed</td>
<td></td>
</tr>
<tr>
<td>Methods and Means</td>
<td>Patrol/arrest</td>
<td>Varied</td>
<td></td>
</tr>
<tr>
<td>Discretion</td>
<td>None</td>
<td>Much</td>
<td></td>
</tr>
<tr>
<td>Accountability</td>
<td>Clear &amp; direct</td>
<td>Ambiguous</td>
<td></td>
</tr>
<tr>
<td>Control</td>
<td>Tight</td>
<td>Loose</td>
<td></td>
</tr>
<tr>
<td>Organization</td>
<td>Rigid</td>
<td>Flexible</td>
<td></td>
</tr>
<tr>
<td>Personnel</td>
<td>Obedient</td>
<td>Adaptive</td>
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</table>
# Modes and Levels of Police Work

<table>
<thead>
<tr>
<th></th>
<th>Preventive Patrol</th>
<th>Routine Incident Response</th>
<th>Emergency Response</th>
<th>Criminal Investigation</th>
<th>Problem Solving</th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>Macro-level</strong></td>
<td></td>
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<tr>
<td><strong>Intermediate</strong></td>
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<tr>
<td><strong>Micro-level</strong></td>
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</table>
Modes of Police Work

- Unit of work
- Objectives
- Record-keeping system
- Reporting requirements
- Performance standards
- Specialized training
- Processes
- Accountability systems
Problem-Oriented Policing
A Wisconsin Idea
Problem-Oriented Policing

Improving Policing: A Problem-Oriented Approach

Herman Goldstein

The police have been particularly susceptible to the “theme-run-ends” syndrome, placing more emphasis on their improvement efforts on organization and operating methods than on the substantive success of their efforts. This condition has been led by the psychological reasoning neither the police, nor its organization on the staffing, management, and organization of police agencies. More and more police are questioning the widely held assumption 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 realize a more effective, they must concern themselves more directly with the end product of their effort.

Meeting this need requires that the police develop a more systematic process 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, documenting the nature of the current police response, measuring its adequacy and the adequacy of existing authority and resources, engaging in a broad exploration of alternatives to present response, weighing the merits of those alternatives, and choosing from among them.

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

Complaints from passengers wishing to use the Bagdad to Greenfield bus service that “the drivers were spending most of their time off the road sleeping” have been met by a statement pointing out that “it is impossible for the drivers to keep their eyes open if they have to sleep for passengers.”

All bureaucrats risk becoming so preoccupied with running their organizations and getting involved in their methods of operation that they lose sight...
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…”
Defining Problems by Behavior

- Panhandling
- Robbery
- Assault
- Speeding
- Drug dealing
Defining Problems by Persons

- Gangs
- Mentally ill persons
- Chronic inebriates
- Repeat offenders
- Repeat victims
Defining Problems by Location

- Bar
- Intersection
- Neighborhood
- House
- Apartment complex
Defining Problems by Time

- Bar closing time
- Annual festival
- Rush hour
Scope of the Problem

Single location/individual

District

Neighborhood

Citywide
Common Problems from A to Z

• Abandoned buildings
• Abandoned/derelict vehicles
• Assault and battery
  – Aggravated assault (see also Homicide)
  – Gun violence
  – Simple assault
  – Fighting
  – Drug-related assault (see also Drug Trafficking)…
• …Day laborer problems
• Dignitary and celebrity protection
• Disorderly youth in public places
  • Skateboarding or cycling on streets or sidewalks
• Domestic violence (aka Spousal abuse)
  • Domestic disturbances…
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
Scanning for Problems
Analyzing Problems

“…are subject to microscopic examination…”
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…”
Sharing Responsibility

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

- Engaging and supporting the community
- Making an informal request
- Educating
- Engaging an existing organization
- Advocating for a new organization
- 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

Engaging and supporting the community
Taking Action

“...carries a commitment to implementing the new strategy...”

just do it.
Checking 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
A 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...”