Policing

Center for Problem-Oriented Policing

ARIZONA STATE UNIVERSITY
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
Function of Police: Reality

Policing is more, and more complex, than is popularly imagined.
Capacity: Image
Capacity: Reality
Need for Assistance

Image

“Suspicious? Call the Police”
Watch out! There’s a thief about

Reality

Volunteer Today
Your neighborhood depends on it.
Police and Citizens Together Against Crime
7. What do you perceive to be problems in your neighborhood? A rating of 1 represents the

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

Protesting

Patrolling

Cleaning

Monitoring

Petitioning
Methods & Means: Image

Preventive Patrol

Rapid Response

Investigation
Relationship of Police to Criminal Justice System: Image

- 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

Prosecution and pretrial services
- Unsolved or not arrested
- Released without prosecution
- Charges filed
- Bail or detention hearing
- Preliminary hearing
- Information
- Grand jury
- Refusal to indict
- Informaion

Adjudication
- Trial
- Convicted
- Acquitted
- Dismissed

Sentencing and sanctions
- Appeal
- Probation
- Revocation
- Prison
- Pardon and clemency
- Capital punishment

Corrections
- Jail
- Probation
- Probation or other nonresidential disposition
- Reentry

Juvenile offenders
- Nonpolice referrals
- Referred or diverted
- Dismissed
- Waived to criminal court
- Informal processing diversion
- Diversion by law enforcement, prosecutor, or court

Misdemeanors
- Unsuccessful diversion
- Dismissed
- Acquitted
- Sentencing

Felonies
- Information
- Preliminary hearing
- Sentencing
- Guilty plea
- Acquitted
- Appeal
- Dismissed

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 50th Anniversary of the President’s Commission, was prepared by the Bureau of Justice Statistics in 1997.
CJS Funnel

1000 Crimes
500 Reports
100 Arrests

50 Charges
45 Guilty Pleas
3 Guilty at Trial
2 Acquittal

32 Community Corrections

16 Prison
Relationship of Police to Other Systems

- Criminal Justice System
- Child Protection
- Dispute Resolution
- Mental Health
- Community Groups
- Drug & Alcohol Treatment
- Schools
- Juvenile Justice
- Planning & Design
- Civil Enforcement
- Licensing & Regulation
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
Control: Image
Control: Reality
Organization: Image
Organization: Reality
Personnel

Image

Reality
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>
<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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Problem-Oriented Policing
Improving Policing: A Problem-Oriented Approach

Herman Goldstein

The police have been particularly susceptible to the “more of the same” 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 internal administrative processes. The emphasis has been on improving the efficiency and effectiveness of the police organization as a whole, instead of improving the manner in which police confront and solve problems. The widely held assumption that improvements in the internal management of police departments will enable the police to deal more efficiently with the problems they are called upon to handle. The police are to realize a greater return on their investments made in improving their operations, and if they are to maintain their productivity, they must be more directly involved in the economic pressure they exert.

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 the problems in a more precise manner, researching each problem, determining the nature of the current police response, assessing its adequacy, and the adequacy of existing authority and resources, engaging in a broad exploration 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 at the Baggage to Greenfield's bus service that “the drivers were speaking profusely and some were rude” 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 business 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 pleased to the University of Wisconsin Extension Department of Law for making the time available to produce this article as part of its larger effort to recognize the extension'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
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

Abandoned children
Abandoned property
Abandoned/derelict vehicles
Abandoned/demolished buildings
Accidental shootings
Acquaintance rape (aka Date rape)
Age-impaired driving (aka Elderly drivers and Teenage drivers)
Aggressive driving
Alarms soundings (including car alarms)
Assaults
Animal cruelty (including animal fighting)
Animal endangernment
Animal waste
Animal-vehicle crashes (especially deer)
Arson for profit (form of insurance fraud)
Arsen to conceal evidence of other crimes
Assault of transportation-system passengers
Assault of transportation-system staff
Assault in and around buses
Assault in workplaces (aka Workplace violence)
Auto theft for export across land borders
Auto theft for export through seaports
Auto theft for parts (chop shops)
Auto theft from car dealerships and rental agencies
Auto theft from parking facilities
Auto theft from streets and driveways
Bank robbery
Bomb and bomb threats
Bribery of public officials
Broken glass hazards
Building intrusion alarms
Building in schools
Burglary (commercial)
Burglary (residential)
Burglary at school and recreation buildings
Burglary at storage facilities
Burglary of open unlocked garages
Cajacking
Child custody disputes
Child fatalities (including Shaken baby deaths and Munchausen by Proxy syndrome)
Child neglect and abuse among immigrant populations
Child neglect and abuse in institutions (correctional facilities, churches, youth organizations, foster care)
Child neglect and abuse in the home
Child pornography on the Internet
Chronicle public moneorry
Childhood drug rehab
Child pornography
Community lack
Consensual sex with a minor
Credit card and check fraud
Crime against immigrants
Crowd disorder and violence during festivals, concerts, sporting events, political demonstrations
Crowd disorder during labor-management conflicts
Cruelty
Currency counterfeiting
Dangerous animals
Day laborer problems
Dignitary and celebrity protection
Disorderly conduct on transportation vehicles and stations
Disorderly youth in public places
Document fraud (e.g., identification, immigration documents)
Domestic disputes
Domestic violence (aka Spousal abuse)
Domestic violence among immigrant populations
Driving by shootings
Driving under the influence (DUI)
Drug house or shooting galleries
Drug trafficking across borders
Drug trafficking by gangs
Drug trafficking in apartments
Drug-related assault
Drunk driving
Embezzlement
Exploitation of trafficked children
Exploitation of trafficked women
Exposure of children to hazardous materials
Extortion (aka Blackmail)
Failure to pay for food/hotel services
False reporting of sexual assault
Fear of crime
Fencing stolen property (aka Stolen goods market)
Fighting (aka Mutual combat)
Flash mobs (groups that assault random victims) (aka Wilding)
Food and drug contamination
Forgery
Fraud against the elderly
Fraudulent return of retail merchandise
Machine theft
Fraudulent schemes (including Telemarketing fraud) (aka Scams, Games, Con Mans)
Fraudulent use of another’s identity (aka Identity theft)
Fraudulent use of long distance calling card numbers
Gambling in public places
Gang vs. gang violence
Gasoline drive-offs
Graffiti
 Hate crimes (aka Bias crimes)
Hazardous loads spills onto highway
Heat prostration
Hijacking of delivery trucks
Hit-and-run drivers
Home invasion robbery
Homicide (domestic)
Hostage taking
House parties
Illegal dumping of hazardous waste
Illegal gambling (organizing)
Illegal vehicle towing operations
Impersonating police officers
Incarceration
Insurance fraud (e.g., use of electronic devices while driving)
Indecent exposure by females (e.g., exposing breasts during public celebrations)
Indecent exposure by males (e.g., exposing genitals in public)
Industrial commercial zone (aka trains, Margaret)
Injured animals
Insurance fraud (auto)
Insurance fraud (life)
Insurance fraud (property) (includes theft loss claims)
Joinder
Juvenile fire setting
Juvenile runaway
Kidnapping (aka Abduction, False imprisonment)
Landlord-tenant disputes
Looting in public places
Loose livestock
Loat car stereo
Loat vehicles
Marijuana cultivation in indoor grow houses
Marijuana cultivation on outdoor public and private land
Mass evacuation of citizens during emergencies
Mass shootings
Mugging persons
Murder
Mute vehicle train crashes
Motorcycle crashes
Murder for hire
Murder of prostitutes
Neighborhood disputes
Noise nuisances (aka barking dogs)
Obscene phone calls
Offensive odors
Open-air drug markets
Organized crime
Organized illegal gambling
Parking
Parking in handicapped spaces
Pedestrian injuries/infestations
Physical and emotional abuse of the elderly
Pickpocketing
Prescription fraud and abuse
Prostitution (organized child sex trade)
Prostitution in indoor locations (call girls, escort services, massage parlors, brothels)
Prostitution in outdoor locations (aka Street prostitution)
Protection of controversial speakers
Public corruption
Public urination and defecation
Purse snatching
Punishing persons into paths of trains
Recycling
Reckless cycling
Reckless aggressive boating
Recovering stolen autos
Retail theft (aka Shoplifting)
Robbery of automated teller machines
Robbery of convenience store/theft
Robbery of delivery persons
Robbery of drug dealers/buyers
Robbery of fraudulently-induced victims (e.g., vehicle buyers)
Robbery of homes
Robbery of pharmacies
Robbery of school students
Robbery of taxicab drivers
Robbery of tourists
Traffic signal violations (aka Running red lights and stop signs)
Serial murder
Sex with animals
Sex with corporis (incorporals)
Sexual activity in public places
Sexual assault of women by strangers
Shooting weapons as celebration
Shoplifting
Smash and grab burglary
Speeding in residential areas
Speeding in school zones
Speeding on highways
Stealing
Street racing
Street robbing (aka Muggings)
Suicide
Target shooting near occupied dwellings
Terrorism
Theft of art and artifacts
Theft of auto parts (e.g., hubcaps, license plates/stickers)
Theft of bicycles
Theft of cargo from trains, trucks, ships, and shipping containers
Theft of electronics (including computers, cell phone, phoneline music players)
Theft of grease (for resale in manufacture of cheese)
Theft of human hair (for wigs)
Theft of library books
Theft of livestock
Theft of mail
Theft of raw/valuable plants (e.g., marijuana)
Theft of scrap metal
Theft of utilities (water, gas, electricity, cable TV)
Theft of convenience store/theft
Theft from construction sites
Theft from construction sites
Ticket scalping
Toy guns
Traffic congestion around schools
Traffic congestion at special events
Traffic congestion during rush hour
Traffic congestion in entertainment districts
Traffic control at emergency rescue scenes (e.g., vehicle crashes, fires)
Traffic signal violations (aka Running red lights and stop signs)
Unlawful entry}

Unauthorized parking on private property
Underage drinking
Unlicensed driving
Vandalism in cemeteries
Vandalism in parks
Vandalism of schools
Vandalism of transportation vehicles, routes and stations
Vehicle intrusion alarms
Vehicle lockouts
Victimization and accidental injury of transient persons
Weapons trafficking
Wheel jacking
Wînch immobilization
Scanning for Problems
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
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
- Mediating & Negotiating
- Altering the Physical Environment
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
Resources required
Evidence required

Engaging and supporting the community
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
Assessing Responses to Problems:
An Introductory Guide for Police Problem-Solvers

John E. Eck
Problem-solving Process

Sara

Scanning  Analysis  Assessment  Response
Reporting Results

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

“…building a body of knowledge…”