

# Policing



**Center for Problem-Oriented Policing**

# Policing

**Image**



**Reality**



# Function of Police: Image

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- 👮 To fight crime
- 👮 To enforce the law
- 👮 To protect and serve



# Function of Police: Reality

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- ★ 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



# Capacity

Image



Reality



# Policing Strategy



Preventive Patrol



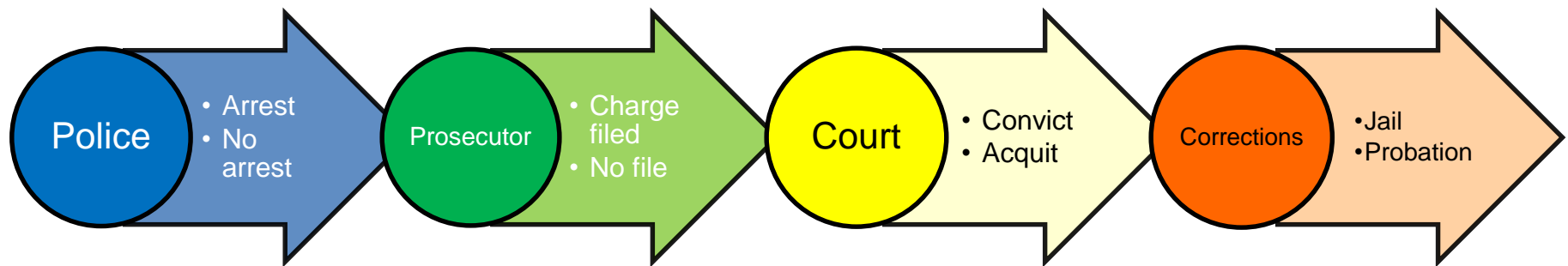
Rapid Response



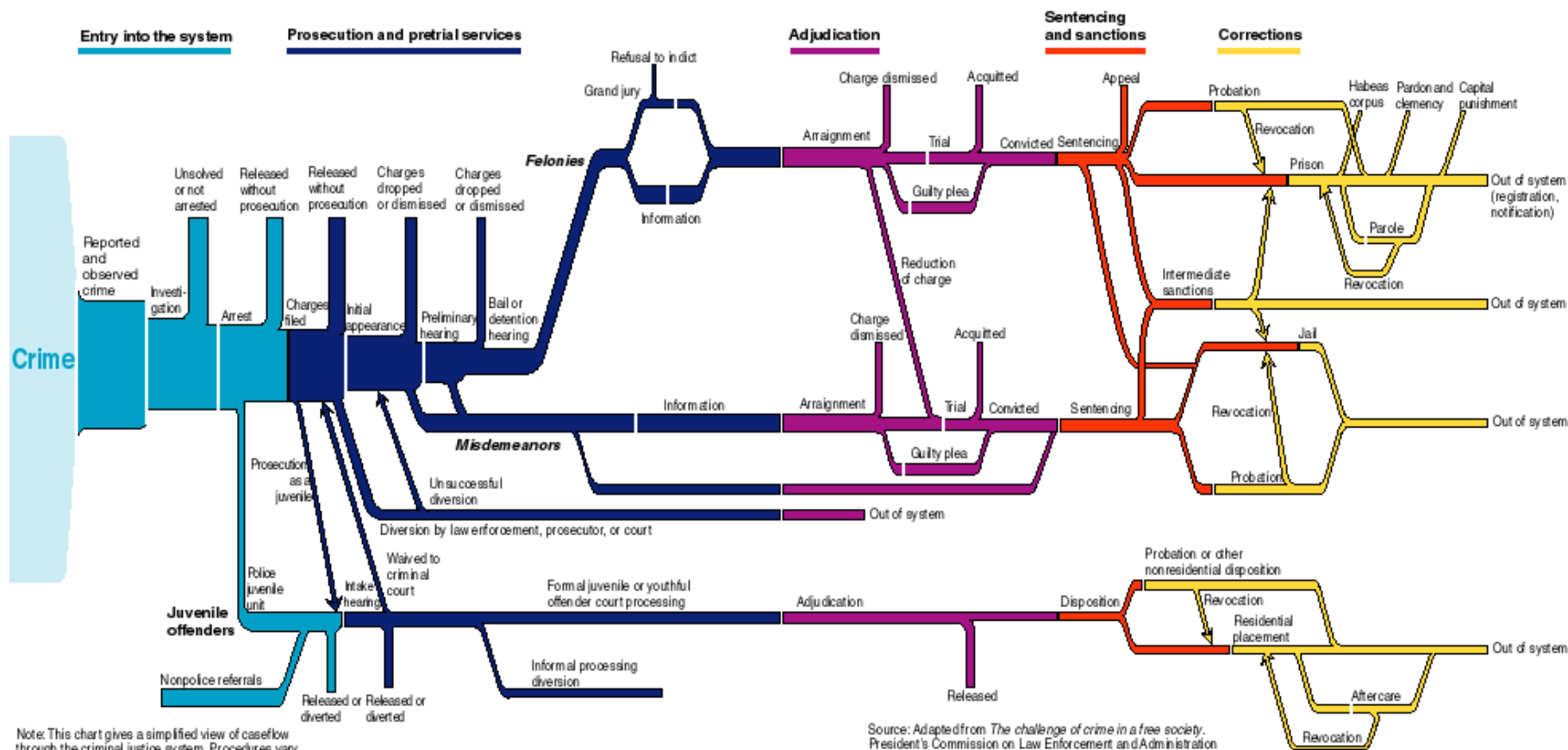
Investigation



# Relationship of Police to Criminal Justice System



What is the sequence of events in the criminal justice system?



Note: This chart gives a simplified view of caseload 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

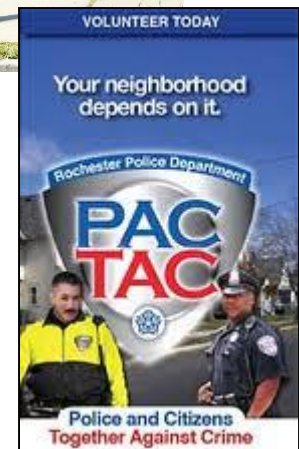


# Need for Assistance

Image



Reality



# Identifying & Prioritizing Problems

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

a. Sexual Assault	Select an Answer ▼	h. Burglary / Robbery	Select an Answer ▼
b. Domestic Violence	Select an Answer ▼	i. Theft	Select an Answer ▼
c. Illegal Drug Activity	Select an Answer ▼	j. Loitering / Curfew	Select an Answer ▼
d. Gangs	Select an Answer ▼	k. Vehicle Accidents	Select an Answer ▼
e. Physical Assaults	Select an Answer ▼	l. Public Drinking	Select an Answer ▼
f. Vandalism	Select an Answer ▼	m. Traffic / Speeding	Select an Answer ▼
g. Child Abuse	Select an Answer ▼	n. Loud Parties / Noise	Select an Answer ▼
o. List other issues:	<input type="text"/>		





# 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

# Reality



# Control

Image

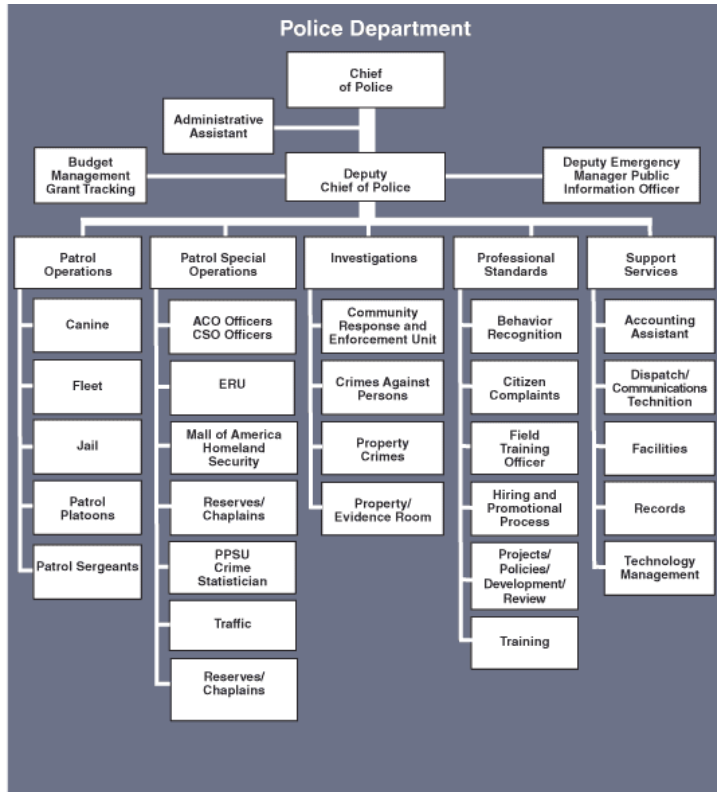


Reality

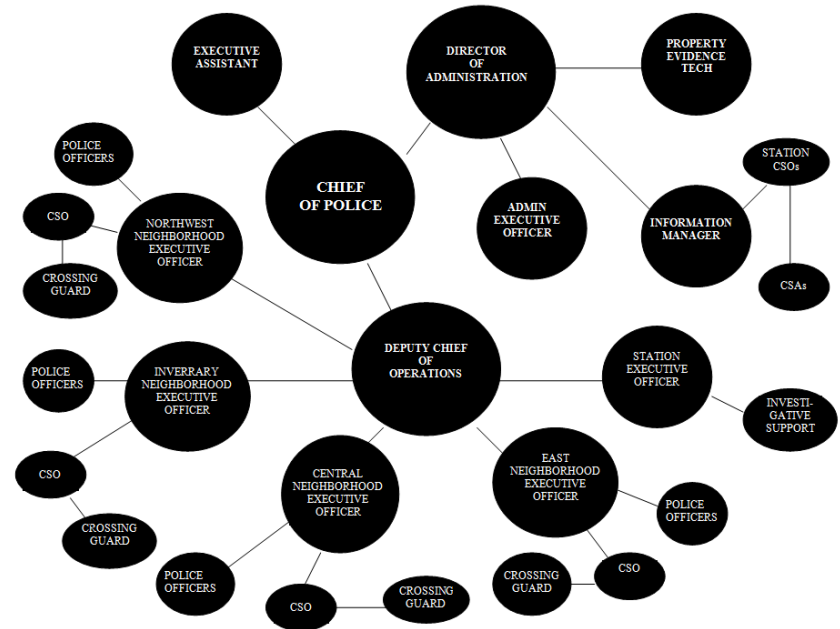


# Organization

## Image



## Reality





# Personnel

## Image



## Reality



## Key Elements of Policing

### Image

**Function**

Simple

**Capacity**

Unlimited

**Assistance**

Little needed

**Methods and Means**

Patrol/arrest

**Discretion**

None

**Accountability**

Clear & direct

**Control**

Tight

**Organization**

Rigid

**Personnel**

Obedient

### Reality

Complex

Limited

Lots needed

Varied

Much

Ambiguous

Loose

Flexible

Adaptive

### Resolution

# **Problem- Oriented Policing**

## Improving Policing: A Problem-Oriented Approach

Herman Goldstein

*The police have been particularly susceptible to the "means over ends" syndrome, placing more emphasis in their improvement efforts on organization and operating methods than on the substantive outcome of their work. This condition has been fed by the professional movement within the police field, with its concentration on the staffing, management, and organization of police agencies. More and more persons 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 mature as a profession, they must concern themselves more directly with the end product of their efforts.*

*Merging 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, 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 wishing to use the Bagnall to Greenfields bus service that "the drivers were speeding past queues of up to 30 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."<sup>1</sup>

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

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HERMAN GOLDSTEIN, Professor, Law School, University of Wisconsin at 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 reexamine the university's role in research and training for the police.

1. Newspaper report from the Midlands of England, cited in Patrick Ryan, "Get Rid of the People, and the System Runs Fine," *Smithsonian*, September 1977, p. 140.

236 CRIME & DELINQUENCY, April 1979

Downloaded from <http://dx.doi.org/10.1177/0011817310361010> by on February 16, 2010

# 1979

## PROBLEM- ORIENTED POLICING

Herman  
Goldstein

# 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**

- **C**ommunity is affected
- **H**arm is caused
- **E**xpectations of police are reasonable
- **E**vents are discrete and describable
- **R**ecurring nature of the events
- **S**imilarity exists among events

# By Behavior

- Panhandling
- Robbery
- Assault
- Speeding
- Drug dealing



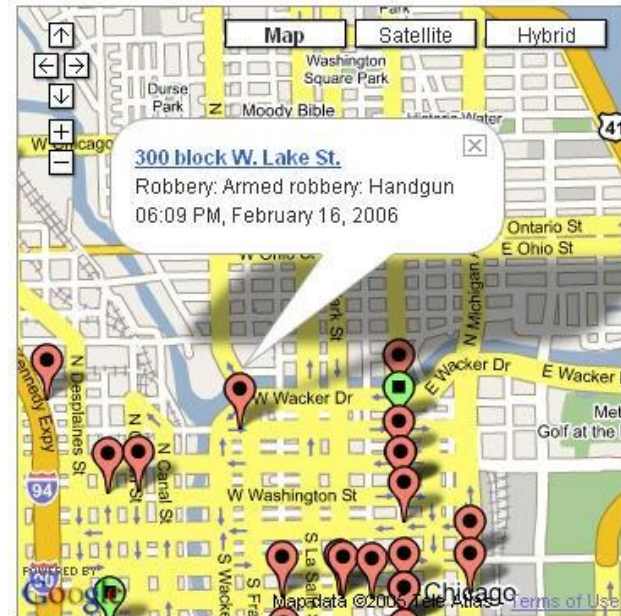
# By Persons

- Gangs
- Mentally ill persons
- Chronic inebriates
- Repeat offenders
- Repeat victims



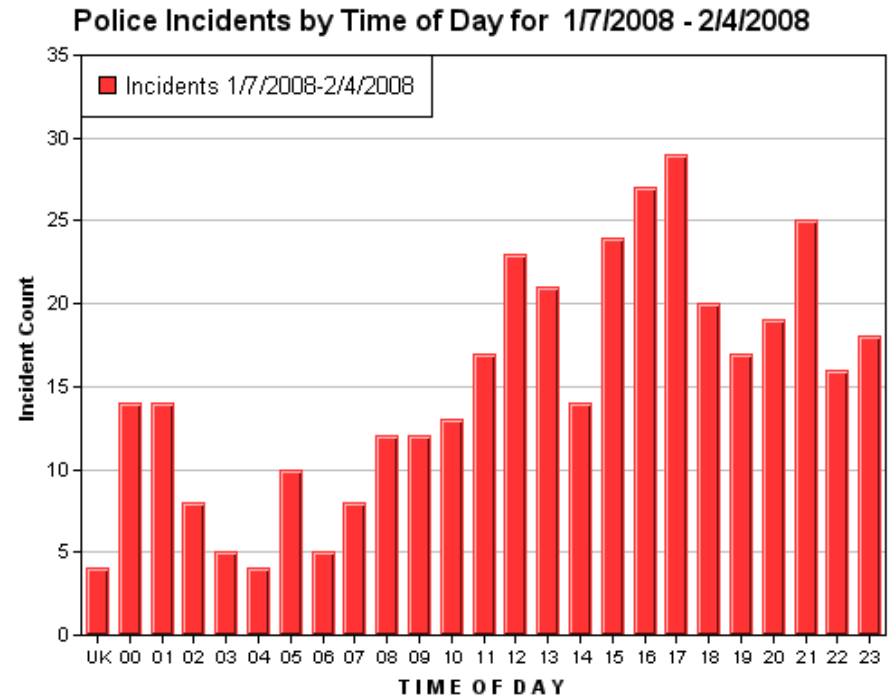
# By Location

- 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



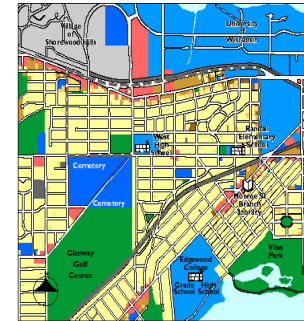
# Scope of Problems



# Single location/individual



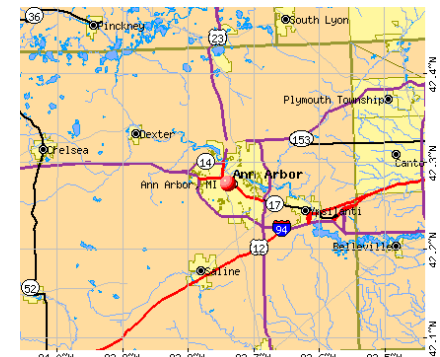
# Cross-jurisdictional



# Neighborhood



# 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



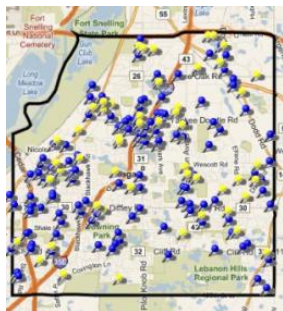
## Problems Commonly Addressed by Police

Abandoned children  
Abandoned property  
Abandoned/delict vehicles  
Abandoned/delict/unsafe buildings  
Accidental shootings  
Acquaintance rape (aka Date rape)  
Age-impaired driving (aka Elderly drivers and Teenage drivers)  
Aggressive driving  
Alarm soundings (including car alarms)  
Animal bites  
Animal cruelty (including animal fighting)  
Animal endangerment  
Animal waste  
Animal-vehicle crashes (especially deer)  
Arson for profit (form of insurance fraud)  
Arson to conceal evidence of other crimes  
Assault of transportation-system passengers  
Assault of transportation-system staff  
Assaults in and around bars  
Assaults 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  
Bombs and bomb threats  
Bribery of public officials  
Broken glass hazards  
Building intrusion alarms  
Bullying in schools  
Burglary (commercial)  
Burglary (residential)  
Burglary at school and recreation buildings  
Burglary at storage facilities  
Burglary of open/unlocked garages  
Carjacking  
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  
Chronic public inebriation  
Clandestine drug labs  
Computer hacking  
Consensual sex with a minor  
Credit card and check fraud  
Crime as gang initiation rite  
Crowd disorder and violence during festivals, concerts, sporting events, political demonstrations  
Crowd disorder during labor-management conflicts  
Cruising  
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  
Drive-by shootings  
Driver and passenger injuries in traffic crashes  
Drug houses/shooting galleries  
Drug trafficking across borders  
Drug trafficking by gangs  
Drug trafficking in apartment complexes  
Drug trafficking in motels  
Drug trafficking in or near schools  
Drug-impaired driving  
Drug-related assault  
Drunken 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 markets)  
Fighting (aka Mutual combat)  
Flash mobs (groups that assault random victims) (aka Wilding)  
Food and drug contamination (intentional)  
Forgery  
Fraud against the elderly  
Fraudulent return of retail merchandise  
Fraudulent schemes (including Telemarketing fraud) (aka Scams, Grifting)  
Fraudulent use of another's identity (aka Identity theft)  
Fraudulent use of long distance calling cards/numbers  
Gambling in public places  
Gang vs. gang violence  
Gasoline drive-offs  
Graffiti  
Hate crimes (aka Bias crimes)  
Hazardous loads spilling onto highway  
Hazardous materials scares (e.g., Anthrax)  
Hazardous parking  
Hijacking of delivery trucks  
Hit-and-run drivers  
Home invasion robbery  
Homicide (domestic)  
Hostage taking  
House parties  
Illegal dumping of hazardous waste  
Illegal touching (groping)  
Illegal vehicle towing operations  
Impersonating police officers  
Inattentive driving (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 noise (e.g., trains, nightclubs)  
Injured animals  
Insurance fraud (auto)  
Insurance fraud (life)  
Insurance fraud (property) (includes fraudulent theft loss claims)  
Joyriding  
Juvenile fire setting  
Juvenile runaways  
Kidnapping (aka Abduction, False Imprisonment)  
Landlord-tenant disputes

## Problems Commonly Addressed by Police

Loitering in public places  
Loose livestock  
Loud car stereos  
Loud vehicles  
Marijuana cultivation in indoor grow houses  
Marijuana cultivation on outdoor public and private land  
Mass evacuation of citizens during emergencies  
Mass shootings  
Missing persons  
Misuse of 911  
Mobile drug trafficking (e.g., via cell phones and vehicles)  
Mortgage fraud  
Motor vehicle-train crashes  
Motorcycle crashes  
Murder for hire  
Murder of prostitutes  
Neighbor disputes  
Noisy animals (e.g., barking dogs)  
Obscene phone calls  
Offensive odors  
Open-air drug markets  
Organized crime  
Organized illegal gambling  
Panhandling  
Parking in handicapped spaces  
Pedestrian injuries/fatalities  
Physical and emotional abuse of the elderly  
Pickpocketing  
Prescription fraud and abuse  
Prostitution (organized child sex rings)  
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 urinating and defecating  
Purse snatching  
Pushing persons into path of trains  
Reckless bicycling  
Reckless/aggressive boating  
Recovering stolen autos  
Retail theft (aka Shoplifting)  
Robbery at automated teller machines  
Robbery of convenience stores/service stations  
Robbery of delivery persons  
Robbery of drug dealers/buyers  
Robbery of fraudulently-induced victims (e.g., vehicle buyers)  
Robbery of Johns  
Robbery of pharmacies  
Robbery of school students  
Robbery of taxicab drivers  
Robbery of tourists  
Robbery or panic alarms  
Serial murder  
Sex with animals  
Sex with corpses (necrophilia)  
Sexual activity in public places  
Sexual assault of women by strangers  
Shooting weapons as celebration  
Sleep-deprived driving  
Smash and grab burglary  
Speeding in residential areas  
Speeding in school zones  
Speeding on highways  
Stalking  
Street racing  
Street robbery (aka Muggings)  
Suicides  
Target shooting near occupied dwellings  
Terrorism  
Theft from autos in parking facilities  
Theft from autos on streets and driveways  
Theft from hotel rooms  
Theft from laundry/vending machines  
Theft from yards  
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 phones, portable music players)  
Theft of grease (for resale in manufacture of biofuel)  
Theft of human hair (for wigs)  
Theft of library books  
Theft of livestock  
Theft of mail  
Theft of rare/valuable plants (e.g., ginseng)  
Theft of scrap metals  
Theft of utilities (water, gas, electricity, cable TV)  
Thefts 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)  
Trafficking in human body parts  
Transient encampments  
Trash scavenging  
Turnstile jumping (fare beating)  
Unauthorized parking on private property  
Underage drinking  
Unlicensed driving  
Vandalism in cemeteries  
Vandalism in parks  
Vandalism of schools  
Vandalism on transportation vehicles, routes and stations  
Vehicle intrusion alarms  
Vehicle lockouts  
Victimization and accidental injury of transient persons  
Weapons trafficking  
Window peeping  
Witness intimidation

# Scanning for Problems





**COPS**  
Community Oriented Policing Services  
U.S. Department of Justice



Problem-Solving Tools Series  
Problem-Oriented Guides for Police

No. 13

# 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

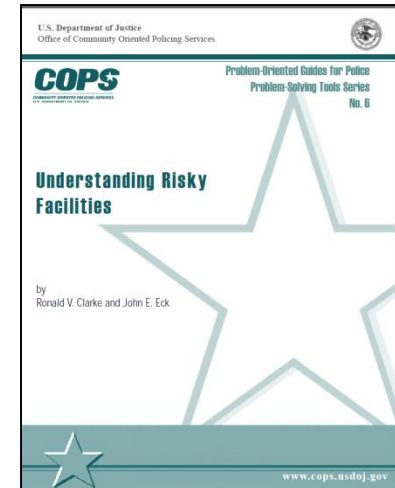
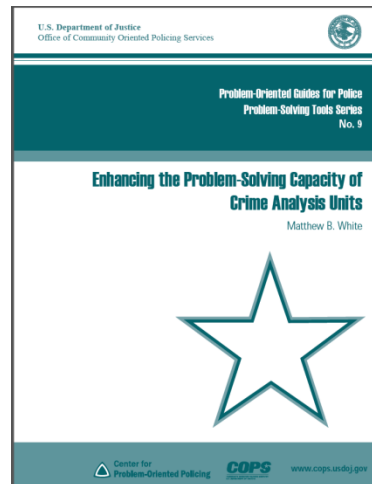
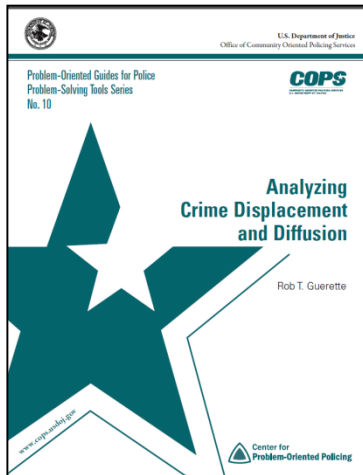
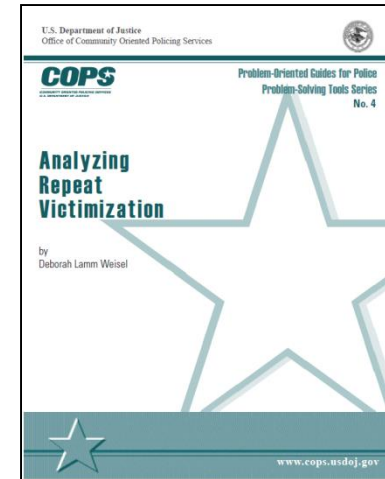
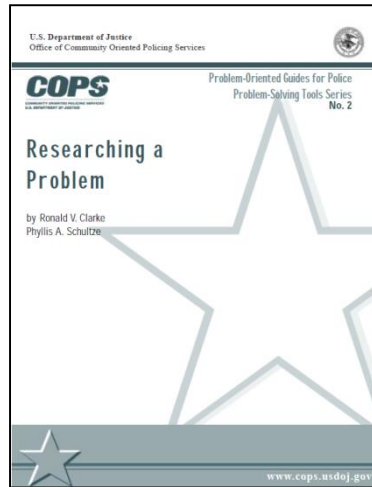
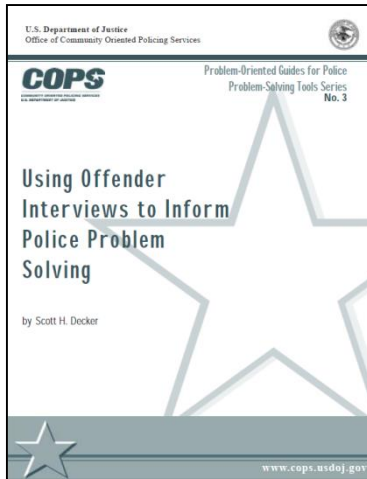


# Problem Analysis Triangle



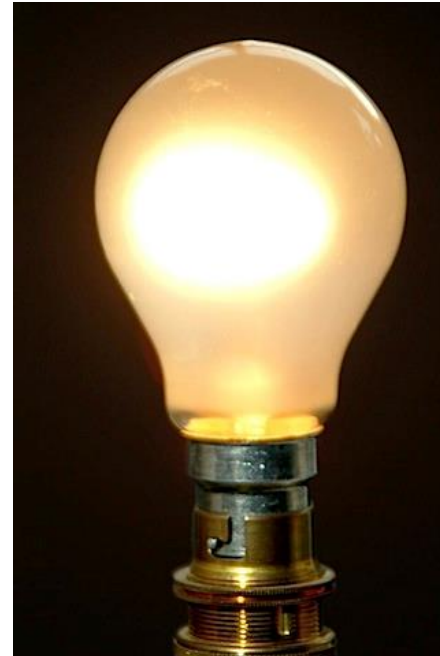


# Analysis Guides



# 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

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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





**COPS**  
COMMUNITY ORIENTED POLICING SERVICES  
U.S. DEPARTMENT OF JUSTICE



Response Guides Series  
Problem-Oriented Guides for Police

No. 3

# Shifting and Sharing Responsibility for Public Safety Problems

Michael S. Scott  
Herman Goldstein



Center for  
Problem-Oriented Policing

# Taking Action

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



	11.03	12.03	1.04	2.04	3.04	4.04	5.04	6.04
<b>Preparation and Planning</b>								
Develop project proposal	■							
Approve project proposal		◆						
Recruit project team		■						
<b>Development and Test</b>								
Specify detail requirements			■					
Develop prototype			■	■				
Approve prototype				◆				
Develop beta version				■				
Test beta version					■			
Apply final corrections						■		
Approve final version							◆	
<b>Implementation</b>								
Train users						■		
Roll-out final version							◆	



Problem-Oriented Guides for Police  
Problem-Solving Tools Series  
No. 7

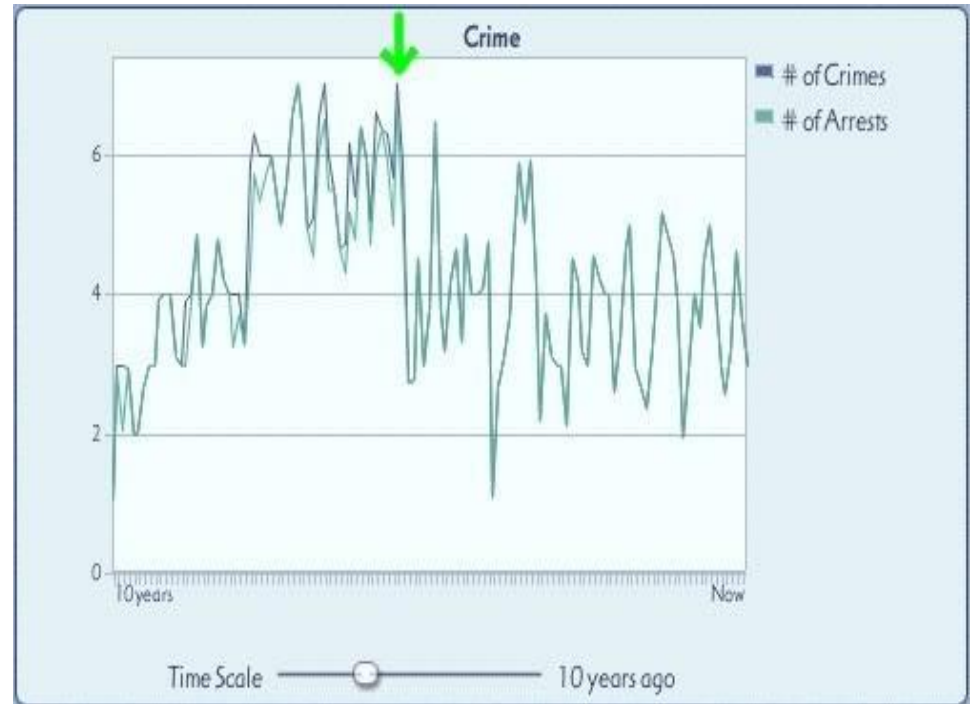
# Implementing Responses to Problems

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





**COPS**  
COMMUNITY ORIENTED POLICING SERVICES  
U.S. DEPARTMENT OF JUSTICE



Problem-Solving Tools Series  
Problem-Oriented Guides for Police

No. 1

# Assessing Responses to Problems:

An Introductory Guide for  
Police Problem-Solvers

John E. Eck



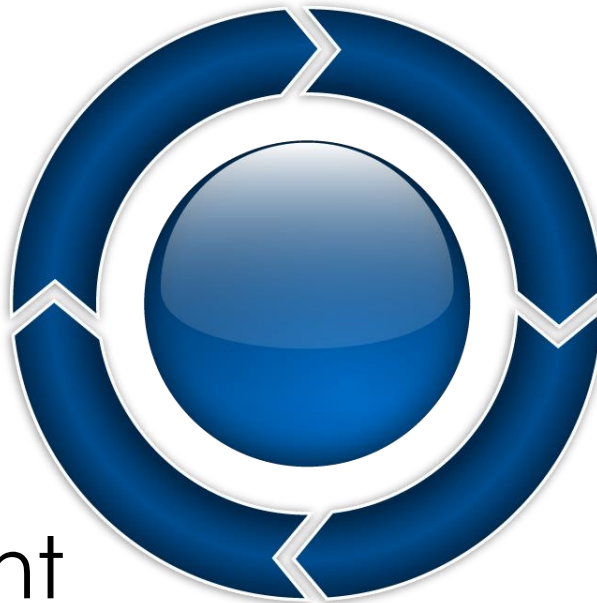
Center for  
Problem-Oriented Policing



# Problem-solving Process

Scanning

Analysis



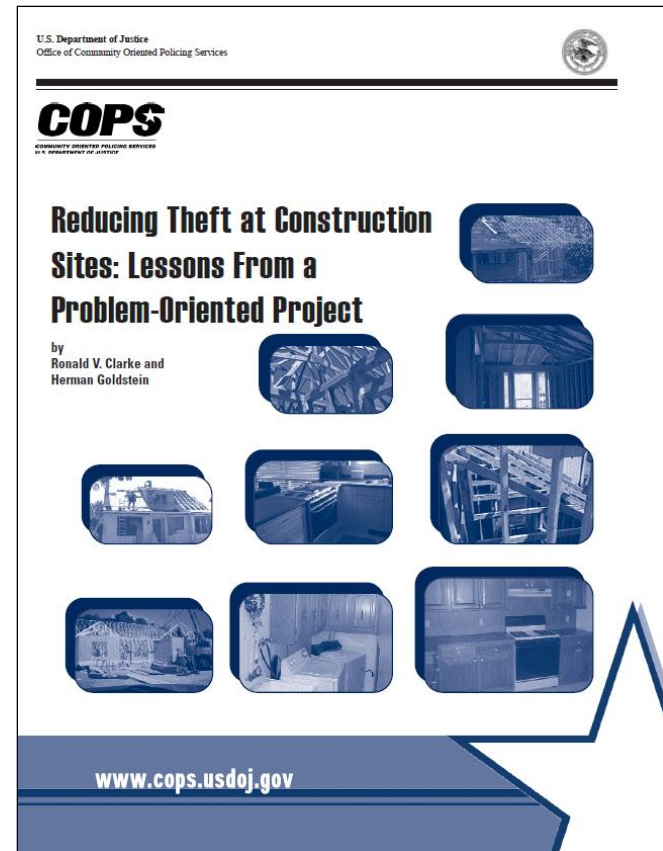
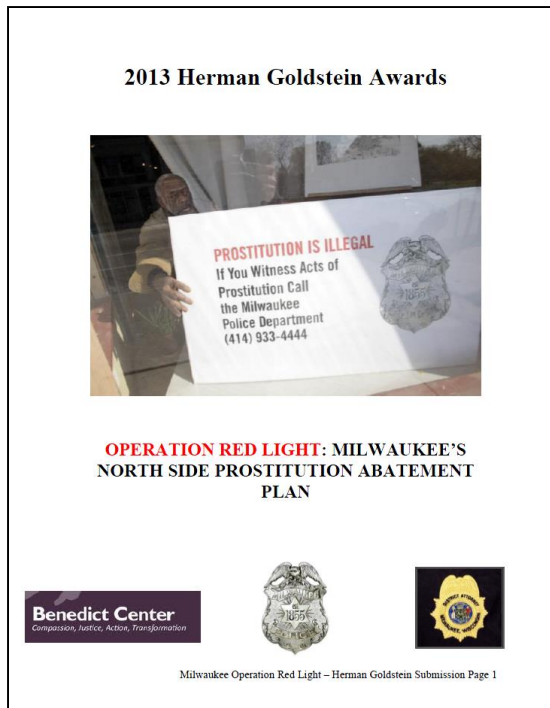
Assessment

Response

**SARA**

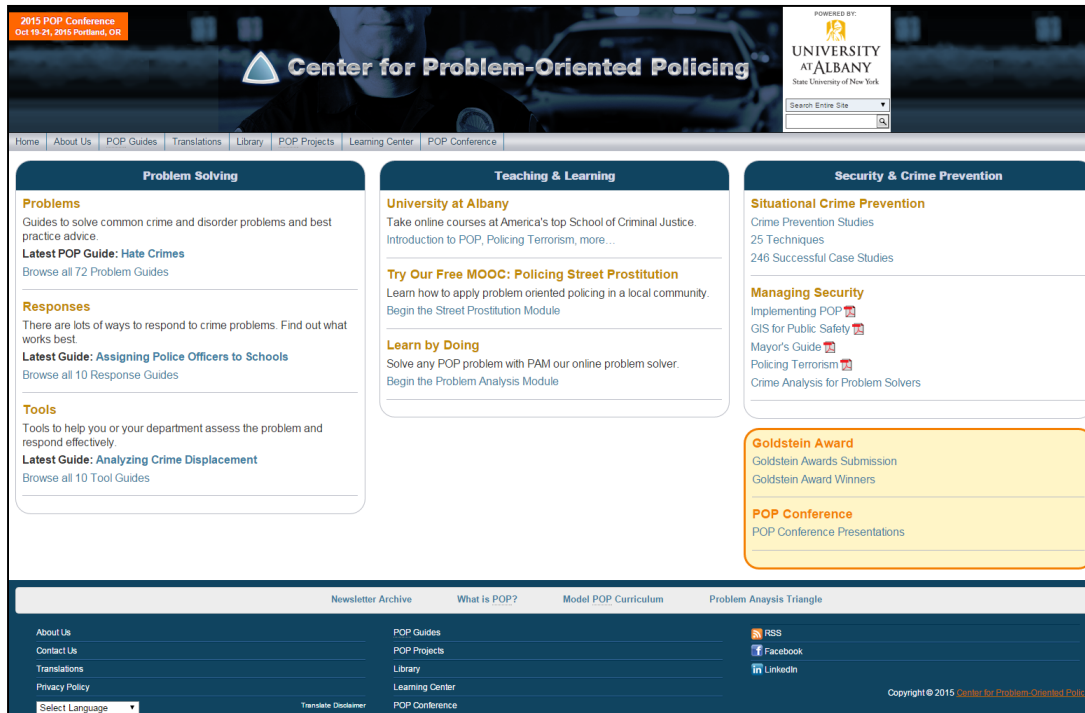
# Reporting Results

“...reporting the results to benefit other police agencies...”

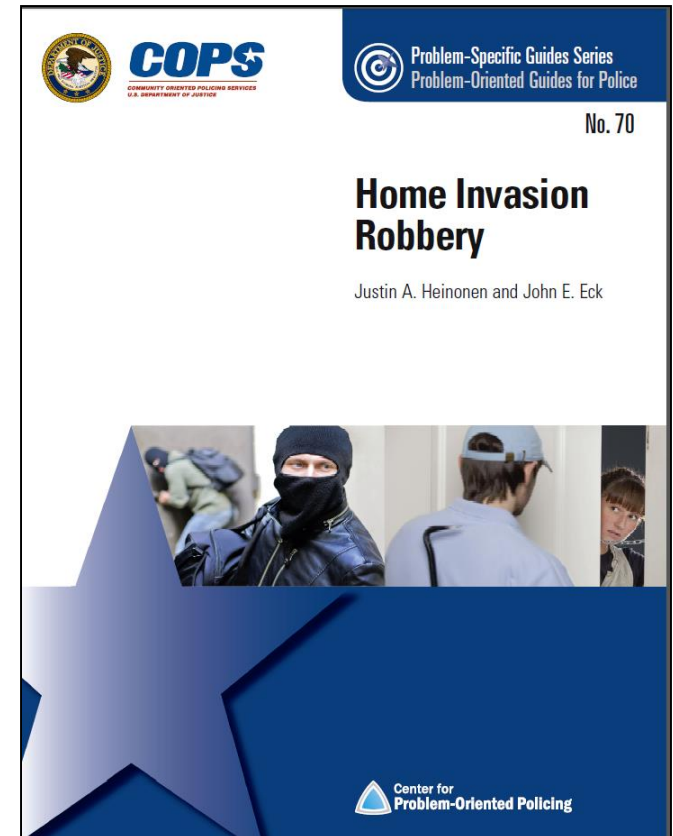


# Furthering the Profession

“...building a body of knowledge...”



The screenshot shows the homepage of the Center for Problem-Oriented Policing (CPOP). The header features the CPOP logo and the text "Center for Problem-Oriented Policing". Below the header is a navigation bar with links: Home, About Us, POP Guides, Translations, Library, POP Projects, Learning Center, and POP Conference. The main content area is divided into three columns: "Problem Solving", "Teaching & Learning", and "Security & Crime Prevention". Each column contains links to various resources, including guides, response guides, and tool guides. The footer includes a newsletter archive, a "What is POP?" section, a model POP curriculum, and a problem analysis triangle. Social media links for RSS, Facebook, and LinkedIn are also present.



The image shows the cover of a guide titled "Home Invasion Robbery" from the "Problem-Specific Guides Series" and "Problem-Oriented Guides for Police". The guide is numbered "No. 70" and is authored by Justin A. Heinonen and John E. Eck. The cover features the COPS logo (Community Oriented Policing Services, U.S. Department of Justice) and a photograph of a person in a balaclava. The bottom of the cover has a large blue star graphic and the CPOP logo.